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Index to Volume I

Index to Volume I—Continued

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Table of Contents

HON. H. B. F. MACFARLAND
Commissioner of the District of Columbia

HON. HENRY L. WEST
Commissioner of the District of Columbia

MAJOR WILLIAM V. JUDSON
Commissioner of the District of Columbia

THE SEAL OF THE NATIONAL CAPITAL

THOMAS GFANT
Secretary Washington Chamber of Commerce

WILLIAM F. GUDE
President Washington Chamber of Commerce

D. J. CALLAHAN
Secretary Washington Board of Trade

The Rebuilding of the National Capital

By Hon. Henry B. F. Macfarland

President Commissioners of the District of Columbia

On the twelfth of December, 1900, the National Capital celebrated its centenary. Congress, and the citizens of the District of Columbia, under special legislation, and through a joint committee, had planned a suitable program, which was happily carried out, that day, in ideal weather. For the first time there was formal oratory in the President's House at a meeting in the East Room that morning, followed by an admirable procession to the Capitol, where, in the Hall of Representatives before all the notables in Washington other addresses pertaining to the occasion were made by senators and representatives.

The permanent memorial of that celebration (which in itself was of great service by drawing the attention of the country to the National Capital, and quickening the country's interest in its development), was the so-called Senate Park Commission Plan for the park system of the District of Columbia, and placing of future public buildings and memorials. A commission, appointed by the Senate Committee on the District of Columbia, under authority of a senate resolution, and composed of D. H. Burnham, Charles F. McKim, Frederick Law Olmsted, Jr., and Augustus St. Gaudens, after studying the problem thoroughly, incidently revisiting most of the capitals of western Europe, and examining data as to all the park systems of the world, made a report which was presented to the Senate in January, 1902.

In substance this report stated that the original plan of the city of Washington, prepared under George Washington's direction, and to carry out his great thought of a national capital suitable for a great country, by the French engineer, L'Enfant, and the American engineer, Ellicott, was the best that could be devised. They recommended that its principles be applied to the territory outside of the city of Washington in the District of Columbia, and also suggested the additional locations for buildings and memorials.

The Commission's plan commended itself to everyone by its frank acknowledgment of the merit of the George Washington plan. At the same time, it added so much that was original and it illustrated so well the value of city planning, that it drew the attention of all the cities of the country to the need for such work. Chicago, St. Louis, Cleveland, San Francisco, and other cities have obtained complete plans, and other cities have obtained incomplete plans, for their improvement, largely because of the example set in the case of Washington. It gives another illustration of the fact that everything that is done by the country for its capital benefits every other city willing to take advantage of its lessons.

The Original Plan of Washington

We are concerned in this case, however, with the plan of the National Capital.

Philadelphia was the first American city built on a plan. This plan was not without merits for its time, and even included park spaces. But it was strictly rectangular and was not primarily intended to be beautiful. The park which is Philadelphia's chief beauty was an afterthought, as in the case of most other American cities. Washington was the first city planned primarily for beauty. It was the first city planned in accordance with modern ideas of city planning. It is true that it did not take into account the most modern of those ideas, as for example, zones of houses of varying prices designed to prevent congestion and slums. But in its provision for wide streets, for many parks and park spaces, for trees and similar features, it really provided air and light according to the latest demands of hygiene. If the national government, the local government, and the individual builders had lived up to the principles back of the Washington plan, we should not have had the alley slums or any of the other misfit conditions which we are now trying to remedy.

How perfect the plan was from the point of view of the artist, including the landscape engineer and architect, is seen by the tribute paid to it by the Senate Park Commission. In adopting it and its principles as the best possible for the purpose,

BIRD'S-EYE VIEW OF GENERAL PLAN PROPOSED FOR THE REBUILDING OF THE CITY OF WASHINGTON, WHICH IS NOW BEING CARRIED OUT, AS IT WILL APPEAR FROM A POINT 4,000 FEET ABOVE ARLINGTON

that Commission gave the plan an approval which showed its remarkable character.

What Was the Plan?

In brief, it was a rectangle of streets, wider than those of Philadelphia, but otherwise similar, crossed, however, by broad avenues, and intersected by squares and circles of park spaces, with one long park stretching from the Capitol to the President's House. It made a natural provision for grouping the national government buildings according to their purposes, chiefly in the neighborhood of the Capitol or the President's House. It contemplated that there should be something like uniformity in the skyline. President Washington expressly provided that buildings on the business streets should not be lower than a certain height, there being in that day no danger of skyscrapers, but rather of buildings that would be so low as to mar the appearance of the street.

Limits of the Old Plan

It must be remembered that the plan was confined entirely to the city of Washington. It did not affect the old towns of Georgetown or Alexandria, which were taken into the District of Columbia when it was formed (Alexandria afterwards being taken out by the act of Congress of 1846 retroceding to Virginia the thirty square miles which she had given for the District of Columbia). It did not affect the rural portions of the District of Columbia. In other words it affected only about one-tenth of the then territory of the National Capital.

Even George Washington could not anticipate all the things which are now brought under the head of city planning. Even he did not anticipate that within 100 years the city of Washington would be so built up as to present serious questions respecting the congestion of population and the gathering of the poorest people in the alley and other slums. Washington had the wisdom of all time, but not the knowledge of the future. Otherwise he would have used his unexampled opportunity at once to plan a city which might well have covered with its suburban zones the entire territory of the ten miles square in the Federal District. He might have planned for all of the purposes which are now on the program of the city planner. Sociology had not then been invented, however, and the founder of the National Capital can hardly be blamed for not knowing all the demands of the twentieth century science. Although we are not so wise as Washington we know more about cities, especially in relation to the social side of their life. We know what could only be learned from the assembling in cities of such vast populations as never were assembled in cities before. We must act under this knowledge, or the future will hold us to account. We must act so that the future shall say of our city plans what the present says now of Washington's city plan, measured by the knowledge of his time.

Extension of the Plan

As to the beauty of the National Capital, we have only to extend the principles of the Washington plan to the whole territory of the District of Columbia, as has been indicated by the Park Commission, and as was suggested before the Park Commission took up the question. In the portion of the District which was the city of Washington proper, we must preserve the wide streets and boulevards, the park spaces and parkings, and the trees, adding to their number as may be possible; and we must see that public and private buildings are properly placed and properly constructed with regard to esthetics as well as other considerations. One thing that must be done is to take all the land between Pennsylvania Avenue and the Mall, Fifteenth Street and the Botanical Gardens, for a great park to be filled with governmental buildings. Already a beginning has been made in the erection of the City Post Office Building, now used chiefly by the national Post Office Department, and in the District Government Building.

Moreover Congress has appropriated two and a half millions for the purchase of the five squares west of the District Building, that is, between Fourteenth and Fifteenth Street, and between Pennsylvania Avenue and the Mall. The owners asked twice as much for the property. The jury of condemnation, acting under the direction of the Supreme Court of the District of Columbia, has heard testimony and arguments and has reported its value at about $2,460,000. Exceptions are being taken by

MODEL OF THE MALL, SHOWING CONDITIONS EXISTING WHEN THE REPORT OF THE PARK COMMISSION WAS MADE

Executive Group of Buildings Legislative Group of Buildings Washington Common

Potomac Park Lincoln Memorial Memorial Bridge

MODEL OF THE MALL AS IT WILL BE WHEN THE PLANS ARE CARRIED OUT

property owners to valuations. It is proposed to provide on the ground thus to be purchased for the Department of State, now crowded into a corner of the War, State and Navy Building, and for the Department of Justice, and the Department of Commerce and Labor, which have no buildings, but live in rented quarters scattered all over the west end of the city of Washington. It is to be hoped that there will be three buildings of classic architecture instead of one large building.

Results Already Achieved

In general what has been done since the report of the Park Commission in 1902 in the way of public building in Washington has been in accord with the suggestions of that report. For example, the District Government Building, just referred to; the Union Station, placed at a proper distance from the Capitol, and on the north side of Massachusetts Avenue, so as not to break that most important east and west boulevard—a building, however, of remarkable merit as a piece of architecture, designed as it was by Mr. Burnham, the chairman of the Park Commission, and architect of the Pennsylvania Railroad Company; the Senate and the House of Representatives Office Buildings, naturally grouped near the Capitol; the National Museum Building, Agriculture Building, placed as desired by the Park Commission on the Mall.

The removal of the old Pennsylvania Railroad Station and tracks from the Mall at Sixth Street, the conversion of that tract into a park, and the placing of the Grant Monument at the foot of the Capitol grounds in the Botanical Gardens, facing west toward the Washington Monument, are likewise in line with the Park Commission's recommendations.

Unfortunately private building in Washington has not as a whole reflected the same esthetic ideas. There has been much excellent architecture put up by private owners, and the two wings of the Department of

SENATE OFFICE BUILDING—NEW UNION STATION IN BACKGROUND

especially in large residences, and in some other structures. But much that is very poor and some that is positively ugly has been erected, particularly in rows of houses run up by speculative builders.

Efforts have been made by the Commissioners of the District of Columbia and others to improve these private conditions. The Commissioners will seek legislation from Congress at the coming session as they have sought it before, to strengthen their hands in the effort to prevent such private building as will ruin the looks of the city. It is quite possible to have a National Capital made up of beautiful public buildings and parks completely spoiled

by rows of ugly houses and other private constructions of a discreditable character.

Regulations for Private Buildings

The Commissioners will ask Congress to give them authority by arrangement with property owners and otherwise to put such building restrictions on particular streets as shall make such disfigurement of the city impossible. This can be done by authorizing agreements with a large percentage of the owners on particular streets, and providing a means of ascertaining in court the justice of any claims for compensation that may be made by property owners who are unwilling to enter into such agreement with the Commissioners as will authorize them to make the necessary building restrictions in the interest of beauty, as well as those that are now lawful in the interest of life and safety.

The Commissioners feel very strongly that the beauty of the National Capital is its chief asset and that nothing ought to be done to spoil it. They also feel that most property owners take the same view, and that if 80 or 90 per cent of them on a particular street will agree with the Commissioners to yield their property to any suitable building restrictions which the Commissioners may propose, the remaining ten or twenty per cent can get whatever is due them without loss. Moreover, they believe that the percentage of those unwilling to make such an agreement will be small when the advantages to accrue from it are realized, especially after it has been in operation for some time. Specific provision might be made for discrimination in street improvements and other municipal benefits to the advantage of the streets where property owners were willing to give the Commissioners such esthetic supervision of their property.

When we go out to the suburbs provision must be made for preventing rows of houses from filling up the ground, and for giving greater advantages of air and light to those who go out there. Moreover provision must be made for houses that can be rented at more reasonable prices than those prevailing. The great lack of Washington at this time in building matters is of decent houses at low rents. Provision must be made for the clerk and the mechanic and others with small incomes who cannot now have independent homes.

THOMAS CIRCLE, SHOWING THE RADIATING STREET SYSTEM

Planning a Park System

As to parks, the first thing to be done is to buy as quickly as possible all suitable parklands whether within the old city of Washington or outside, and hold them for the future, and at the same time to begin the improvement of the Rock Creek Valley between Washington and Georgetown, and the improvement of the Anacostia Basin, on the east side of Washington. Beautiful

LAFAYETTE SQUARE—WHITE HOUSE AND WASHINGTON MONUMENT IN BACKGROUND

groves of trees, some of them two centuries old, are being cut down, and beautiful hills are being leveled by speculative builders, and in general the scenery around the city of Washington, which is the most beautiful suburban scenery in the world, is being disfigured and even destroyed before our eyes. Moreover the lands now available for park spaces and which will have to be used for that purpose in the future whether built upon or not, can now be had for far less money than they will ever cost again, and for the most part are still beautiful. It is the old story of the Sibylline books: every year fewer and every year costlier. What ought to be done is to authorize the Commissioners or a commission of which they should be members, to buy all the available park lands in the District of Columbia up to a limit of cost of from two to five million dollars, gradually but as quickly as possible, consistent with getting reasonable prices and the best lands for the purpose. Within five years it ought to be possible to get all the lands that ought to be purchased for this object. The record of the District Commissioners for economical purchases of land is good, and it could safely be promised that the lands would not cost more than their true market value.

Hitherto the method of dealing with these proposed parks has been for those interested in particular neighborhoods to secure the introduction in Congress of separate bills, usually naming high prices in the bills, with the result that senators and representatives were confused by the number of the bills and repelled by the high prices asked. The matter can only be handled in a comprehensive way by such a plan as is here suggested.

The Commissioners of the District of Columbia have already asked Congress for the necessary money and authority for turning the unsightly banks of Rock Creek between Washington and Georgetown into a beautiful boulevard and park connecting Rock Creek Park on the north and Potomac Park on the south, which would make a continuous park from the Potomac River to the District of Columbia boundary line on the north; and also for the improvement of the Anacostia Basin, making a lake and boulevards as well as a commercial river, including also the conversion of the old-time wharves on the Potomac and Ana-

costia rivers into fine stone docks with appropriate roadways. Connecting by a park boulevard the Anacostia Basin by way of the Soldiers' Home Park with Rock Creek Park will then complete the chain of the parks of the District of Columbia. This may all come about within the next quarter of a century, but it ought to come about within the next ten years, and we who are specially interested are working to bring it about in that time. It does not involve a great expenditure of money, and if it did it would be economical to expend it, considering that this is the National Capital, and the advantages that are certain to flow from its expenditure.

In justice the money required for these great park projects should come entirely from the national treasury. The taxpayers of the District of Columbia are perfectly willing to bear one-half of the expense of the maintenance of the National Capital as they have done since 1878, having borne the entire cost of maintenance before that time; but they ought not to be called upon to bear the burden of such great park projects, which make the National Capital what the people of the country desire—the most beautiful on earth.

Enlarging the District

It seems likely, if not practically certain, that before long the United States Supreme Court will have to pass upon the question as to whether the act of Congress of 1846 retroceding the thirty square miles of the District of Columbia south of the Potomac to Virginia was constitutional. That act of retrocession, passed at a time when the National Capital was viewed with indifference because the national government had done nothing particular for it, when the people of Alexandria and its county had grown tired of bearing the burdens with none of the advantages of the National Capital, has always been regarded by many constitutional lawyers as contrary to the provision of the Constitution which provides that the territory ceded by the states for the federal district should become the National Capital. It is generally believed that if the Supreme Court is ever faced with the question it will so decide. This would add thirty square miles to the terri-

THE NEW DISTRICT BUILDING, HOME OF THE MUNICIPAL ADMINISTRATION

tory of the District for the benefit of its future population, and would guarantee the esthetic protection of the south shore of the Potomac, which ought to be treated in park fashion like the north shore, would provide a suitable place for such manufacturing industries as are not desirable in the city of Washington, and also help to solve the problem of the housing of the poor people. It seems, therefore, a thing to be desired.

At the recent conference on city planning held in Washington we learned much from the experts who read papers giving the results of their observations abroad and their methods at home, and also from the exhibit which brought in graphic form new knowledge to our very eyes. Members of the Senate Committee on the District of Columbia who visited the exhibit asked Mr. Benjamin C. Marsh, secretary of the executive committee of the conference, and Mr. Allen D. Albert, Jr., chairman of the local committee of arrangements, to state to them what their views were as to what might be done in the way of improving conditions here in the National Capital. These gentlemen appeared before the Senate Committee on the District of Columbia and made very interesting statements, undertaking to apply the lessons of the exhibit to the National Capital of today.

Practical Suggestions By City Planners

Straight alleys, more generous street car communication with the outlying districts, higher wages for the laborers employed by both the national and district governments, better control over the spread of disease through the reclamation of the Anacostia flats and the improvement of Rock Creek Valley, were set forth by Mr. Marsh as prerequisites to any development of Washington which would include a growth in good for the poor as well as in surface purity.

Mr. Marsh laid stress on the need for purchasing parking space in the unbuilded-up section of the District. He contrasted the original purchase price for Central Park, New York, with the widening of a street over only two blocks, and pointed out that the greater cost of the second was only too likely to have its parallel in every purchase of parking space for the District of Columbia if the ground were not set aside before the city had reached out to include it.

Mr. Albert urged only two considerations —the need for precluding further building in rows in suburban districts, and the advantage of boulevard making in all the new sections as opposed to the further asphalting of streets. By Mr. Albert's showing the construction of dwellings in rows

FOUNTAIN OF THE THREE GRACES IN THE BOTANICAL GARDEN —DOME OF THE CAPITAL IN THE BACKGROUND

was being pushed by owners of land which had cost them less than $500 an acre. Stricter legislation as to this land would now affect a greater number of the original speculators than would be possible at any time in the future. It was his judgment that Congress could now stop further building without abundant lawn and garden space with less hardship and more benefit than at any time possible in the future, and that prompt action should be taken.

The session of the committee closed with an announcement from Senator Jacob H. Gallinger, Chairman of the Senate Committee, that a report would be published of the hearing which would include the papers read before the national congress on city plans, and a request of Mr. Albert, in the name of the committees, to submit before the opening of the next session a draft of a bill looking to the effective prevention of city building in the county.

THE NEW HOME OF THE DEPARTMENT OF AGRICULTURE

Civic Betterment

By Hon. Theodore E. Burton

United States Senator from Ohio

With the increasing tendency of our people to prefer the urban to the rural life, and the consequent centralization of our population, the problem of the city has become a great American question. The rapid congestion of population in very limited areas presents difficulties, social, moral, economic and political which demand the most careful attention and press for the wisest solution.

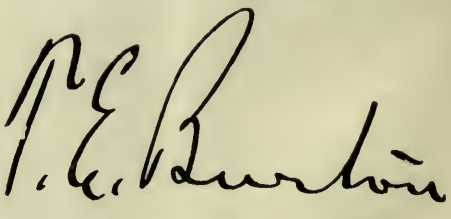
SENATOR BURTON

The primal source of these problems is to be found in the intense egotism of urban life. In the cities the competition between individuals is so keen, the ambition for individual advancement along every line is so torturing, that the individual is inclined to lose sight of the general welfare in the dynamic contest for personal aggrandizement.

The marvelous growth of our cities, the almost instantaneous transition of small villages into flourishing centers of trade and population has intensified these problems. In Europe the great cities have been, to a greater extent, the development of centuries of conservative accretion and expansion. Their civic problems have thus been less acute since they have been of gradual development.

The value of the widespread sentiment for civic betterment in America cannot be over-estimated. By arousing the interest and pride of the individual in his city much will be accomplished toward developing in him a sense of responsibility for the correction of those evils which are peculiarly urban. Magnificent public buildings, beautiful parks, artistic boulevards, sightly streets, arouse in the individual a keen sense of proprietary pride. This pride, thus inspired, suggests his individual responsibility for such evils as tenement houses, sweat shops, administrative dishonesty and political corruption.

Important as is the artistic improvement in itself, it involves, I believe, also in logical sequence the material development of the city. In all conservatism, I regard this national sentiment for civic betterment as one of the most encouraging and hopeful signs of the time. It predicates the birth of civic patriotism.



City Making*

By John Nolen

"To make Cities—that is what we are here for. For the City is strategic. It makes the towns; the towns make the villages; the villages make the country. He who makes the City makes the world. After all, though men make Cities, it is Cities which make men. Whether our national life is great or mean, whether our social virtues are mature or stunted, whether our sons are moral or vicious, whether religion is possible or impossible, depends upon the City."
—Henry Drummond.

General Principles

City Making or City Planning is simply a recognition of the sanitary, economic, and æsthetic laws which should govern the original arrangement and subsequent development of our cities. These laws, however, are not easily understood nor applied. They are themselves complex and each must be adjusted harmoniously to the other, so that health, utility, and beauty may each have proper consideration. Then the conditions to which these laws must be applied are exceedingly varied, each city being different in some respects from every other, parts of the same city different from its other parts, and the same parts often varying in their use and purpose from decade to decade.

Considering that little or nothing has been done in most of our cities and towns to provide intelligently for their plan and growth, it is not surprising that they are monumental examples of what man can do to produce inconvenient, unhealthy, and unlovely surroundings. The most callous are at last awakening. In a dim sort of way, as an English leader in city improvement has recently pointed out, many persons understand that the time has come when art and skill and foresight should control what hitherto has been left to chance to work out; that there should be a much more orderly conception of civic action; that there is a real art of city making, and that it behooves this generation to master and apply it.

The interrelation and interdependence of these sanitary, economic, and æsthetic laws is a point not to be longer neglected. Heretofore we have thought that we could follow one regardless of the other, but experience has taught us otherwise. At last we know, for example, that there can be no great and permanent business success without providing convenient and sanitary surroundings; indeed not without surroundings which have the mark of beauty, if by beauty we mean fitness and appropriateness.

Then different cities have different purposes. There are various types—commercial, manufacturing, governmental, educational and artistic, residential, and so on, each type requiring different treatment if it is to serve well its ends. Examples could easily be given of each. These types are not absolutely distinct, but in many cities one element or another predominates or controls and gives a special character to the city. And there are also other circumstances of origin, history, population, or topography that give, or should give, a distinctive quality to cities which are in the same class. Chicago, Pittsburg, New York; San Francisco, Savannah, Boston; New Orleans, Denver, Washington; do not these names bring at once before the imagination cities that differ radically, each possessing an individuality, a personality, that separates it from every other? What is true of these larger cities is equally, if not more, true of many of the smaller towns and villages.

The Relation of Replanning to Original Plans

There are two important phases of city planning: Cities planned largely in advance of population, and established cities replanned or remodeled to meet new conditions. The former method has obviously great advantages, and many cities established for governmental, industrial, or residential purposes have been so planned. It is a method which needs wider use. Washington is the most notable illustration of this method. The conditions that created it were unique. But we should remember that its large and far-seeing plan must have

* Paper read at the last meeting of the American Civic Association.

been for several generations a source of daily inconvenience and discomfort. Dickens' description of it as a city "of spacious avenues that begin in nothing and lead nowhere; streets miles long that want only houses, roads, and inhabitants; public buildings that need but a public to be complete," may show lack of faith and foresight in the novelist, but it describes accurately the appearance of Washington in 1842, a half century after being laid out.

The method of Washington is applicable to the normal city only to a limited degree. After all, it is seldom possible to foresee the future of a city or to plan for it from the very start, and the complex influences which determine the selection of site and the location of streets and buildings must usually be left to work out their natural results. But when a small population has been attracted to a town by natural causes, and there are unmistakable indications that because of situation, climate, the trend of trade and commerce or other forces, an important city is to be established, then it is entirely practicable to intelligently replan the town so as to provide properly for its future. There are scores of cities in this country with a population today of 50,000 people that will have 100,000 in two generations or less, and the same rate of increase may be predicted with equal confidence of cities of greater population. The gravest neglect is right here: the failure to replan and replan, to readjust and readjust, to constantly use art and skill and foresight to remodel existing conditions and to mould and fit for use the new territory about to be invaded.

The people who laid out the first streets in London or Boston provided with considerable common sense for the needs of their time and could scarcely have been expected to foresee the requirements of a large city; their successors long generations afterwards who vetoed Sir Christopher Wren's plan for the improvement of London and the plans for the betterment of Boston after the fire of 1872, displayed a lack of good sense and taste in providing for their own time and even greater lack of foresight and public spirit with regard to the future. Many other illustrations might be given. Oglethorpe, in Savannah, and Penn, in Philadelphia, made plans for their respective cities which have many merits; the succeeding generations in extending those plans into new territory added nothing to their value and left out many features—for instance, a regular system of open spaces and occasional avenues of unusual breadth—that were of very great value.

The emphasis needs to be placed less on the original plan and more on replanning and remodeling. The beautiful cities of Europe, the cities that are constantly taken as illustrations of what modern cities should be, are without exception the result of a picturesque, accidental growth, regulated, it is true, by considerable common sense and respect for art, but improved and again improved by replanning and remodeling to fit changed conditions and new ideals. It is here that we fall short. Throughout the land there are cities with relatively easy opportunities before them to improve their water fronts, to group their public buildings, to widen their streets, to provide in twentieth century fashion for transportation, and to set aside the areas now considered indispensable for public recreation. And yet most of these cities have until recently stood listless, without the manliness and courage to begin the work that must sooner or later be done.

Two Methods: The Formal and the Picturesque

The keen interest at the present time in city improvement has brought into discussion and contrast the formal method and the informal. The formal is best represented in a city like Paris, with its broad, straight avenues, terminated with great public buildings or triumphal arches; its symmetrical, stately effects, and its general grandeur. It is monumental, often impressive, always artificial in the highest degree. It is, however, well adapted for certain purposes and has many merits. The other, the informal treatment, is to be seen in old English and German cities and towns, and in those modern cities and towns which have followed their lead and striven above all for irregularity and picturesqueness.

There can be no question about the charm that Oxford, parts of Hamburg and Nurnberg possess, and the modern city planners are pointing out in the most convincing manner that by this method a fine type of civic beauty can be secured, especially well adapted for residence sections, with less destruction of existing conditions, at much less cost, and without sacrificing the needs

of convenience. They hold that city and town plans which have originated naturally, which are based upon necessity, have always a peculiar charm and are more beautiful than the straight streets laid out according to rectilinear principles. They go further; they believe that this irregularity has an influence upon civic virtue and civic spirit. Von Moltke attributed to people living in the rectilinear cities of France a patriotism inferior to that of people living in cities with crooked streets. And another German leader compared regular cities with the structure of the lower animals and the old cities to the forms of richly organized beings permeated with intelligence.

As in Europe, so in this country there are examples of both methods, only here neither has been so well done. Washington is, without question, our best illustration of the formal style, and it can be confidently asserted that even the most advanced German city planner would be satisfied with the informality and irregularity of old Boston. Which method should we favor in our subsequent development? We may answer by asking: Why should we favor either? Are not both good? And have we not need for both? Does not each serve a different purpose and should not the choice of one or the other rest largely upon the physical, social, and financial conditions of each particular case?

JOHN NOLEN
LANDSCAPE ARCHITECT

Problems Common to All

Although cities differ in their character, there are some problems more or less common to all. Such, for instance, as the circulation of traffic, the subdivision of the city into parts to serve various purposes, the provision for the dispatch of public business, the approaches by water and rail, and the needs of recreation.

A more adequate solution of the problems of circulation would alone justify city planning on its practical side. Our cities will remain inconvenient, congested, and ugly until we understand better the place and function of the street—where it should go, how it should be divided, what it should look like, and the need for differentiation between one street and another. Different streets have as different functions as different buildings. Unless they are carefully located and designed to fulfill these various functions there must inevitably be incalculable loss and waste. We have curved streets where they should be straight, straight streets where they should be curved, narrow streets where they should be broad, occasionally broad streets where they should be narrow, and no street connection at all where one is imperatively needed. We have streets too near each other and streets too far apart. Illustrations could readily be given of each of these mistakes in street planning. Then when the location, the grade, the width and the distance from one another are right, the street is undeveloped, lacking those features which are essential to its proper appearance and agreeable use.

The subdivision of our cities and towns into parts, each to serve a peculiar need, is a subject to which we have hardly turned attention. We must consider the value of the "zone" treatment used in European cities, each zone controlled by different regulations. It is a method that we must soon adopt if we are to avoid the waste and folly that characterize our cities at present. Homogeneity of neighborhoods and stability of real estate values are points of importance in this connection.

We are now giving more attention to the subject of public buildings and the advantages of grouping them, even in smaller

cities. The arguments for such action are definite and unanswerable. (1) Their arrangement around a square or plaza, or in some well related design, as now being planned for so many American cities, adds immeasurably to the convenient and agreeable conduct of business between one department and another. (2) If artistically planned, and conceived in proper scale and happy harmony, buildings so related contribute more than any other factor to an impression of dignity and appropriate beauty in a city—an impression which has a daily influence upon citizens and strangers alike. There is no comparison between the noble effect which the group plan makes possible as against the location of each building in different parts of the city or even in the same part if on unrelated lots. (3) This grouping of the city's buildings forms a rallying place for the city's life. Here the best impulses may crystallize, inspired by the noble character of the edifice, into devoted action for the public good.

The approaches to a city by water or land are of preëminent importance. No contrast could be greater than the European and American methods of dealing with water fronts. In Europe the importance of the water front for commerce and recreation is wisely recognized, and vast sums have been spent on the construction of docks, piers, promenades, embankments, and parks. One can name places almost at random—Naples, Genoa, Nice, Mentone, Lucerne, Cologne, Hamburg, Paris, London, Liverpool—in all these and innumerable others the water fronts have been improved according to carefully prepared plans and through improvement made a source of prosperity and pleasure scarcely equaled by any other.

In this country it is quite different. Cities fronting on the Atlantic and on the Pacific, on the great rivers that traverse the continent and on the lakes, have not developed in an adequate, businesslike way the opportunities that their situations afford. This contrast has now attracted wide attention, and American cities of all classes, cities situated in different sections of the country, have taken steps to better utilize their water frontages. Witness the plans for Boston, Philadelphia, and Chicago; Buffalo, Cleveland, and Detroit; Harrisburg, Roanoke, and Savannah; Madison, La Crosse, and Milwaukee, in illustration of this movement. The railroad approach is equally important and of even wider application. Several instructive examples might be given of railroad corporations in this country that have had regard for the appearance of things, and have found it profitable.

No phase of civic improvement is more noteworthy than that of the modern conception of the need for recreation. Parks, playgrounds, and open spaces are now classed, and properly so, with the necessities of city life. They provide fresh air and sunshine and the opportunity for exercise which the character of modern cities and modern methods of living have made imperative. At least ten per cent of the city's area should be set aside for recreation and each tract should be skilfully handled so as to make it answer well its purpose. "The strong love of outdoor recreation," said Ex-President Cleveland, "is not possessed by every one; yet nature has made it a law that every one is in need, mentally and physically, of relaxation in the open air. And in these times of dollar-chasing, many of the most vital necessities of normal life are being neglected.

"In my experience I have found that impressions which a man receives who walks by the brook-side or in the forest or by the seashore, make him a better man and a better citizen. They lift him above the worries of business and teach him of a power greater than human power. It is unquestionably true that nearness to nature has an elevating influence upon the heart and character. Nature is a school of all the hardier virtues. What, for instance, can impart a more effective lesson in patience than a day's fishing for the whimsical black bass? As I have said on a previous occasion, the real worth and genuineness of the human heart are measured best by its readiness to submit to the influence of nature, and to appreciate the goodness of the Supreme Power, who is its creator. This is the central point in my philosophy of life."

Methods of Achievements

How are better results in city planning to be secured? Much can be done by private initiative, by voluntary contributions, as is well illustrated in the work of the Madison, Wisconsin, Park and Pleasure Drive Association. For seventeen years that association has collected small subscrip-

tions and used the total of $300,000 so obtained to add to the attractiveness and convenience of that city so beautifully located on Lakes Monona and Mendota. Another method is that of coöperation between private individuals and public authorities. The Metropolitan Museum of Art in New York, the Museum of Natural History, and the Zoölogical Gardens are examples of the good results possible by this method. But none of these is adequate. The problems are too large. Back of comprehensive city planning there must be complete public authority and the public funds. The really noteworthy results are in places like Kansas City and Harrisburg, where sound and far-seeing plans have been supported by the municipality. Sooner or later we must have permanent city plan commissions like that now working in Hartford, Conn., and proposed for Wisconsin cities, with proper authority to take land, to borrow money, to use expert advice, and to carry out large and wise plans for the benefit of the whole people.

The great need at the present time, the greatest need, I believe, is a more aroused and enlightened public opinion. Therefore nothing is more significant, nothing more useful, than such work as that represented by the National Municipal League and the American Civic Association. Intelligent city planning is one of the means toward a better utilization of our resources, toward an application of the methods of private business to public affairs, toward efficiency, toward a higher individual and higher collective life. If we want such substantial things as health and wealth and joy, if we want the equally indispensable element of beauty in our daily lives, if we want to avoid waste of money and time, we must find ways to avail ourselves more fully of the incalculable advantages of skillful city planning.

A Letter from Bishop Greer

Editor, The American City,

My Dear Sir:—

I am glad to learn that you have about completed your plans for starting your new magazine, The American City, and am confident that it will meet and minister to one of the great and growing needs of our modern civilization. The time has come when there should be some concerted action between the different cities of the country on the subject of wise municipal administration, or when at least there should be some medium of communication between them, such as The American City proposes to be.

Very truly yours,

David H. Greer

New York, August 19, 1909.

THE BISHOP OF NEW YORK

The Conning-Tower

Arthur H. Grant, Editor

The Coming of Age of our Cities

American cities are awakening to self-consciousness and to a sense of their larger responsibilities. Hitherto they have been distinguished equally for the marvelous rapidity of their growth, for the untiring energy and vigor of their builders, and for the wanton lavishness with which they have expended, often squandered, their resources. They have shown on a grand scale the vices and the virtues of youth—ignorance and irresponsibility, courage and superb faith in their destinies. They have mistaken gaudiness for beauty, bigness for greatness. They have lavished millions on luxuries, but grudged the dollars for decency.

And now these big children of Uncle Sam are beginning to realize something of the seriousness of life. They have borrowed nearly or quite to their debt limits, and it is being borne in upon them that economy is a virtue that is worth cultivating. They are learning that there is a direct relation between crime and crowding, and that it is cheaper to help men to live decently in freedom than to force them to live idly in jail. They have found that congestion breeds consumption, and that parks are better investments than potter's fields. It has been shown that if we give boys and girls no place for whole-hearted play we need not be surprised when some of them grow up into hoodlums and prostitutes. It has dawned upon us that dirt and smoke and noise are no more necessary or decent in a city than in our homes; that beauty is not necessarily more costly than ugliness; and that it pays to look a bit ahead of present needs. The American City is outgrowing its irresponsible childishness and is coming of age.

The Magic Wand

Outside of fairy stories wishing is only indirectly related to accomplishment. Yet many of those who have seen the vision of what the American City might be—a beautiful, clean, healthy, wholesome city for children and women and men to live and work and play in—are waiting for some fairy godmother to touch our cities with her magic wand, and transform them into the ideal of our desires. There are others who arouse themselves to momentary activity, and then sink back into indifference or criticism of the men who are trying to do *something,* which may be the best they know if not the best possible. Not by such as these will the city of our hopes be built, but by the men and women who have learned that we get only what we earn, and that if we are to have better civic conditions we must earn them by unremitting work.

The rapid increase in the numbers of this last class is a source of general encouragement. It is due to the growth both of intelligent dissatisfaction with existing conditions and of the conviction that the remedying of these conditions is quite within the powers of even small groups of determined citizens. The fact that almost every civic defect has been successfully dealt with in one city or another shows conclusively that we can have good civic conditions if we are willing to pay the price in persistent effort.

A Permanent Civic Council

To expedite this desired result several things are necessary. First, the enlistment "for the war" of a large enough number of citizens in every city to make themselves felt as a power, not merely or primarily in elections, but as a constant support to city officials who are desirous of doing their full duty, as an equally constant check to malfeasance in office of whatever sort, and most especially as helpers in the study and practical working out of civic problems. The word "problems" is used advisedly; for even when all good citizens are agreed that certain things are desirable, it must be a matter of careful study how to attain those ends as rapidly as is possible consistent with a due regard for the city's finances and for

other ends that are also desirable. City housekeeping isn't so unlike private housekeeping. We may want to paint the house, repaper some of the rooms, get new carpets for others, and send Henry to college. With most of us some of these things have to be postponed each year, and with some of us all of them have to be postponed indefinitely because we squander on luxuries the margin of income that would ultimately secure them all. So with cities, there are many desirable undertakings that must be postponed in part at least, but which may ultimately be obtained if we practise in our city government the same economy that we use in our homes. To mortgage the house to send Henry to college may be worth while, when it would be poor policy to do it to buy an automobile. A city bond issue is a public mortgage, and should be scrutinized as closely. It is neither wise nor fair to leave to a few officials the unaided decision of matters of such importance to all the citizens.

City Officials as Citizens

This brings up the second point of importance—our attitude toward our officials, especially those who, like councilmen, are elected to their offices. It has become too customary to refer to them as a lot of politicians and grafters, and to assume that they have little regard for the welfare of our cities. Grafters there certainly are among them, just as there are scoundrels in other walks of life. Politicians most of them may be, but a politician is one who gives especial attention to the affairs of the *polis*—the city. The trouble is that most of us will not take the trouble to be politicians; it's so much easier to find fault with the other fellow. If we knew more about the difficulties of city administration we would not find fault so readily. We believe that the average elected city official is a better *citizen* than the average man who scoffs at him from his easy chair at home. Most city officials are not specially trained for their positions. That is the fault of our institutions, not the fault of the men. In a large majority of cases they probably do the best they know how, but they would do far better if they had the helpful and sympathetic coöperation of a non-partisan body of patriotic citizens who would make a systematic study of the needs and possibilities of their cities.

In Union There is Strength

This suggests another point of importance—coöperation. While it is a good thing for Walker and Schmidt and O'Brien and Christensen and Bruno to be individually in favor of civic betterment, it doesn't count for much in the way of accomplishment. But if those five men get together and agree to work for certain definite ends, something is likely to happen. They may work through the Board of Trade, or they may form a Civic Association or a Good Government Club, or, if they want to concentrate their efforts, it may be a Playground Society or a Municipal Art League. The first thing they know their five will have become fifty, or perhaps five hundred, and results will follow out of all proportion to the individual influence of Walker, Schmidt and the others. The time is ripe for such local organizations, and hundreds are ready to step into line as soon as the few raise their standard.

A National Movement

There is also room and need for coöperation between civic organizations in the various cities. The American Civic Association, the National Municipal League, the Playground Association of America, and other national and state organizations offer a partial basis for such coöperation, especially in giving to the local bodies the encouragement and strength that come from the consciousness that all over our country other groups of citizens are working at and working out the same problems that confront them. The weak point is a lack of means of communication between alert citizens in different cities. Annual conventions, though they serve a good purpose, are not enough. They are too far apart, and only a few can attend their sessions. What has been needed and wanted, as shown by the enthusiastic letters which have welcomed the announcement of THE AMERICAN CITY, is a periodical which shall be devoted to this one field of human effort—a magazine which shall be a clearing-house for the experiences of cities and organizations in their attempting to rebuild our American cities along better lines.

The Realization of a Vision

Three years ago two men worked out the idea of such a publication. They saw that

there were many thousands of people scattered all over our country who were dissatisfied with civic conditions, and who were willing—in many cases anxious—to help improve these conditions, if they knew how. The trouble was that most of them didn't know how; the problems seemed too many and too large for them to solve, and they did not realize how many there were who were only waiting for a chance to work with them. To give these earnest citizens the information they needed; to inspire them with hope and confidence; to show them how others had successfully attacked one little section of the work of civic improvement; to make them realize, in fact, that it was not one big problem for a few big men to work out, but rather a lot of little problems that the ordinary man and woman could deal with: this was the ideal of the magazine which its creators then and there christened THE AMERICAN CITY. But it took nearly three years to secure the necessary capital, and meantime one of the men died. Such a magazine cannot be a "one man" publication; therefore the editor asked men and women who were representative of the work that is being done along many lines for improving our cities to form an Advisory Board, so that the magazine might be made and kept broad and catholic.

Help Us to be Helpful

But we need also the active and hearty coöperation, in all ways, of those who believe with us that a city should be something more than a place to make a living in, —that it should be a place to live in, and get the worth of life in; where children can grow through happy childhood into normal manhood and womanhood; and where men and women can have not only decent and wholesome surroundings, but also something of beauty and inspiration to the higher things of life *as a part of their civic environment.* Therefore, if this magazine seems to you to be worth while in its work toward the realization of civic ideals, we shall expect your help, not merely as subscribers, but as co-editors, in so far as you can give to others through these pages the results of your efforts, telling frankly of the mistakes and of the means by which the desired ends were at last attained.

A Notable Joint Convention

The growing appreciation of the value of coöperation is shown in the plans for the joint convention of the National Municipal League and the American Civic Association, to be held at Cincinnati, November 15-18. It will be a remarkable conference of workers for administrative reform and civic health and beauty.

Following the opening meeting, at which the annual addresses of Hon. Charles J. Bonaparte, president of the League, dealing with the direct nomination problem, and that of Mr. J. Horace McFarland, president of the Association, will be given, Mr. Clinton Rogers Woodruff, secretary of the League, will review the general municipal situation. The public attitude toward municipal health problems will be discussed, and considerable attention will be paid to the subject of education in municipal government in schools and colleges.

Other matters to be considered are immigration, the liquor question, the police problem and the essentials of a building code. Electoral reform, including the operation of the recall, the initiative and the referendum, franchise situations and municipal expenditure will all be dealt with by men actually working along those lines. Experts in city planning, forestry, school gardens, playgrounds, the abatement of the billboard and smoke nuisances, and the preservation of national beauty and resources will lead in the discussion of these vital subjects. Achievements will be summarized and suggestions given, the inspiration of which civic workers cannot afford to lose.

The Pure Milk Campaign in Indianapolis

By Rev. Frank S. C. Wicks
Member of the Pure Milk Commission of Indianapolis

The work of supplying babies with pure milk, and the instructing of mothers in the care of infants has not passed completely the experimental stage, so that those who are engaged in this work welcome what others have learned by experience. Indianapolis has completed a year and a half of work, and has met with a success which is most encouraging. At the start, it enjoyed the experience of other experiments, and was able to proceed intelligently. The one thing that our experience shows is how much can be done with but little money, our first year's work coming quite within one thousand dollars, all of which was raised by private subscriptions.

The need of this work was first set forth by Dr. Eugene Buehler, chairman of the Board of Health, a most efficient and vigilant officer, incessantly active in safeguarding the health of the city. He presented the problem to the Commercial Club, which turned it over to the Children's Aid Association. The superintendent of the Association was Mrs. Helen W. Rogers, who had done such splendid work in the organization of the Juvenile Court. She gave to the work careful attention, and deserves much of the credit for its success.

At the outset the problem was simplified through the establishment of a Walker-Gordon Laboratory at about the same time that the work was proposed. This saved the expense of fitting out a special plant for the purification of milk. It is the belief of Dr. Buehler that pure milk is better than pasteurized milk.

The Walker-Gordon people established an ideal plant. All the cattle were tuberculin tested, of the finest stock, and pastured in large, well-drained fields. The barns were of the newest construction, with cement floors, screened doors and windows, and the King system of ventilation. Exquisite care is taken of the cows. The Dutch milkers are clad in spotless white. The milk is drawn through cheesecloth and absorbent cotton into pails with small openings, and immediately run over a cooler which reduces it to 40 degrees, Fahrenheit. Then it is bottled and placed in coolers. Many tests by the state board of health showed a bacterial content falling as low as 1,180 per cubic centimeter. These people were prepared to fill individual prescriptions, thus saving the expense of equipping a central station for the work of modification.

As we were able to establish but four stations, their location was most important. A map was started showing the districts where the rate of infant mortality was greatest. It could not be finished in time, so the advice of social workers was followed. When the map was finished it was found that the stations could not have been better located.

The equipment of each station was simple: a refrigerator, a hot plate, utensils for sterilizing, a set of statistical cards in an indexing box, and a bundle of pamphlets for distribution. Ice, bottles, nipples, and other supplies were donated. Then a house to house canvass was made to discover the extent of the need. Each station was opened with a good number of babies. Apparently this work differs from most other social work in not demanding the education of people to a sense of the need.

The mothers gather at the stations each morning, many bringing their babies and making it seem like a real social event. A careful record is kept of each child, and the improvement, or lack of improvement, is noted. Each morning the child is stripped and weighed. Then the milk, with the needed modification, is given. The attending physician examines and prescribes for each child by itself. Each prescription is an individual one, so that stock formulas cannot be used. Three classes of milk are provided: three percentage modifications prepared by the laboratory, simple modifications prepared by the nurses at the stations, and sometimes in the homes, and whole milk for children from one to three years of age. The prescriptions vary with the varying needs of the child.

The stations are open daily from eight to twelve for the distribution of milk. Children, parents, neighbors, even grandparents come for the milk. Only in a few instances has the milk been delivered at the

TESTING FOR RESULTS

homes. Modified milk for the smaller children, packed in iced retainers containing the tubes for feeding each child twenty-four hours are carefully re-iced before leaving the stations so that the temperature could be kept below forty degrees until warmed for immediate use. Whenever modifications are prepared by the nurse the feeding bottles are also packed in pails and covered with ice.

For this milk a deposit of two cents for each bottle must be made, and three cents are charged for each bottle broken. Bottles of modified milk are sold for one cent each when they contain three and four ounces, two cents when they contain six and eight. Though the whole milk costs us twelve cents, we sell it at the market price of ordinary milk, seven cents. Nearly all of the milk furnished is paid for, in part at least, by the consumer, but in cases of extreme need, tickets are furnished that will secure the milk. As the same tickets are sold all there is no confession of pauperism in their use.

Carefully sterilized nipples, wrapped in waxed paper are furnished with each day's feeding, to be returned with the bottles each morning.

The furnishing of pure milk is by no means the most important feature of the work. This is but the key that opens the homes to the visits of the nurses who give to mothers careful and simple directions as to the feeding and care of the infants. Each day and nurses go out on these errands of mercy. Mothers are encouraged to nurse their children if it is possible. Essential to the thoroughness of the work is the securing of the daily birth-returns; for if the birth is in one of the neighborhoods covered by the stations the nurse does not wait for a request to visit and give her services. This education of the mothers is of more importance than the giving of milk.

Of the 119 babies registered at the stations between June 19 and September 30, not one died. During that period the death rate of children under five fell fifty per cent, and the work of the pure milk commission, no doubt, was a prominent factor in that decrease. Ten thousand bottles of milk were distributed, the nurses made 1,700 visits, and the doctors made 473 examinations.

This present season, up to August 1st, 175 babies had been registered; 2,334 bottles of milk were distributed in June, and 497 visits were made by the nurses.

The one thing of value shown by the Indianapolis movement is the comparative low cost of conducting the work.

A PURE MILK CUSTOMER

The Indispensableness of City Planning

By Charles W. Eliot, LL.D., M.D.

President Emeritus of Harvard University

Good planning for cities and closely-built towns and villages is not primarily a matter of æsthetics, but of economics. The main object is to prevent or remedy the physical and moral evils and losses which accompany congestion of population. To effect this object it is necessary to prevent the corruption of the air the people breathe night and day, of the water they drink, and of the foods they eat; and to this end well-ventilated dwellings, shops, and factories, a pure and abundant water-supply and a safe sewage disposal, and rapid transportation and prompt delivery for foods are all indispensable. There must also be provided rapid transportation for passengers and all sorts of goods into and out of the city, else the population will not be spread over a sufficient area, and the industries which support the people will not be carried on advantageously.

DR. CHARLES W. ELIOT

To secure these benefits and safeguards is the purpose of wise city planning. A good plan will provide convenient, well-paved, and airy highways, frequent open spaces both large and small, well placed with adequate terminals, radial avenues, and circumferential boulevards, and will also take thought for the water supply, the sewers, and the telegraph and telephone services.

The laying-out of most American cities has been casual, and thoughtless of future needs. The common rectangular lay-out, without any well-considered diagonals, causes a great daily waste of human and animal labor and of fuel; while high buildings, narrow streets, and lack of open spaces make it impossible to keep the cities well aired and well sunned.

To improve or reform the lay-out of most American cities is therefore a great public need, not only for beauty's sake, but for the sake of the health, efficiency, and happiness of their people.

What prevents the prompt execution of the needed public works? Three obstacles prevent or rather postpone it:

(1) The absence of a well-informed, benevolent and urgent public opinion on the subject; (2) the prevailing distrust of existing municipal governments, a distrust founded on their demonstrated business incapacity; (3) the failure of the common methods of local taxation to produce an adequate revenue for municipal purposes.

It appears, then, that reform in the laying-out of American cities must, in general, wait for the coming of two other great reforms, first, for municipal reform, and secondly for the reform of the existing methods of local taxation. Every successful effort in favor of municipal or tax-law reform will tell towards the physical and moral improvement of American cities; but in the mean time the men and women who appreciate what immense losses of life, health, happiness, and industrial effectiveness are due to the bad planning, or no planning, of American cities must do their best to enlighten the public on the whole subject. One good way is to study and publish a good plan for an actual city, as

public-spirited people have already done for Chicago, San Francisco, and Boston. Another way is to lay before the American public the facts about the provisions for the public health and happiness made in Paris, Naples, Rome, Budapest, Berlin, London, Edinboro, Glasgow, and many smaller European cities which already possess sound municipal administration, rational taxation methods, and just powers of eminent domain. Democratic America is far behind Europe in providing effectively for the health and happiness of the urban part of its population.

Charles W. Eliot

Individual Responsibility of Officials

By Benjamin Ide Wheeler, Ph.D., LL.D.

President of the University of California

Democracy is by no means a failure in its application to the modern city. The machinery therefor is, however, sadly defective. We have been trying to govern great cities after a plan suggested by the experience of Massachusetts townships and Virginia counties of one hundred and fifty years ago. Meantime the modern city has grown up with its tremendous complexity of mechanism, and forced a mass of business problems, rather than of political, upon the attention of government.

DR. BENJAMIN IDE WHEELER

The old representative system has broken down in the face of the modern need. The interests of the community and of the people are not subserved by boards of aldermen. There is no way of concealing quite so effectually a piece of corruption or misgovernment as by burying it in the irresponsibility of the majority of a large board.

In order that the people may know whom they are really electing to office and who is really responsible for what happens in the city, duties must be classified and single duties lodged with individual men. By all means provide a mechanism whereby the people when they vote shall know what they are voting about. They should vote for a few officials at a time; these officials should be highly and distinctly responsible. If things go wrong the people will know who is to blame. The cause of Democracy will be subserved by simplicity and clearness; confusion and general muddiness are the favorite instruments of corruption.

Benj. I. Wheeler

The Growth, Present Extent and Prospects of the Playground Movement in America *

By Henry S. Curtis, Ph.D.

Vice-President of the Playground Association of America

The playground movement began with the sand gardens of Berlin in 1885; it came to this country in 1886, where the first beginnings were in Boston. This, however, had very little to do with the movement for the rest of the country, and almost nothing is heard of it for the next ten years. In its reappearance it does not seem that the beginnings in Boston have had any influence on the development in the other cities of America.

PHOTO BY WM. L. COOP DANCING AT AN EXHIBITION OF PLAYGROUND ACTIVITIES

About 1898, the time at which playgrounds were taken over by the Board of Education in the city of New York, begins a period of rapid development, which has been accelerating until we found in our statistics of last year that there were then in this country one hundred and seventy-seven cities maintaining playgrounds, as opposed to ninety maintaining playgrounds the year before. This amounts practically to an increase of 100 per cent in the number of cities in a single year; but this increase is only a partial representation of the entire growth because there have been other forms of extension as well. The equipment has been doubled in many of the playgrounds; the period has been lengthened from four or five weeks in the summer time to include the entire year in many municipal playgrounds, and to cover the beginning and end of the school year as well as the summer vacation in some school playgrounds; and through the lighting of the playground at night, the day has been lengthened so that the activities can be carried on up to ten o'clock in the evening in several systems. Contrary to what was expected the attendance also has increased from year to year in the same playgrounds in almost every system; so that the increase in attendance represents a larger percentage than the increase in actual playgrounds.

*An Address at the Conference on Child Welfare at Clark University.

Increase in Intent

When the playgrounds were first started the idea in the minds of the promoters was to keep children off the streets and away from their physical and moral dangers; but as time has gone on the movement has taken up a series of positive physical and social ideals which are becoming more definite each year. These are:

First: The promotion of the physical health of the children through keeping them in the open air, and giving them increased power of vital resistance through physical exercise. This purpose has been strongly emphasized by the tuberculosis movement, which has been the cause of the opening of many playgrounds abroad, especially in Germany.

Second: The development of physical strength. The work of the modern city child has disappeared. The physical training received in the school, seldom amounting to more than ten or fifteen minutes a day, is a negligible quantity. Practically the only method of training left is play.

Third: The development of vital or organic strength. Nearly all games use old and simple coördinations and the fundamental muscles, nearly all of them involve running and so tend to strengthen the heart, lungs and stomach. Vital or organic strength is far more essential to modern life than muscular strength.

Fourth: The establishment of right habits. Children form their habits of courtesy or discourtesy, of kindness or unkindness, of fairness or unfairness, of honesty or dishonesty, primarily in play. All play, being a form of social conduct, is either moral or immoral, and offers the same opportunity for the development of right habits or wrong habits and principles that life itself offers. Further, if we accept with Mr. Royce the tenet that loyalty is the fundamental concept of morality, then we must regard play also as fundamental. All team games approximate the conditions of the tribal life, in which loyalty was born into the race, and gained an intensity which it has never had since.

Fifth: The development of energy and enthusiasms. The boy can not only run faster in playing tag than in going on an errand, but throughout the entire range of his play life he develops a far larger amount of activity than it is possible for him to do in work. Mr. Lee has said: "The boy without a playground is father to the man without a job," which I infer to mean

PHOTO BY WM. L COOP

HOW PLAYGROUNDS ARE LOCATED IN SETTLED SECTIONS OF CITIES, WHERE READILY ACCESSIBLE TO CHILDREN WHO NEED THEIR AID. THE ILLUSTRATION SHOWS APPARATUS IN COMMON USE

PHOTO BY WM. L. COOP

MODERN APPARATUS USED IN PLAYGROUNDS OR OUTDOOR GYMNASIUMS. THIS IS A FRAME OF STEEL CONSTRUCTION TO WHICH VARIOUS PIECES OF APPARATUS MAY BE ATTACHED, SUCH AS SWINGS, LADDERS, AND SLIDING POLES, AS IN THIS ILLUSTRATION. VIEW TAKEN IN BIG MEADOW PARK, LYNN, MASS.

that if a child loafs through his childhood he will probably loaf through his manhood as well. In other words, if we wish a vigorous manhood we must secure a vigorous childhood, and play is the only key to the situation.

Sixth: Pleasure. Through play the child develops a sense of the joy of life and gains a bent toward optimism. The moral value of this unifying experience of play, in which consciousness of self is sunk in absorbing interest and common things are suffused with unifying feeling, is not to be lightly estimated.

PHOTO BY WM. L. COOP

THE SEE-SAW IS A NEVER-ENDING SOURCE OF FUN FOR CHILDREN. THE GIANT STRIDE, SHOWN ALSO IN THIS VIEW, IS CAPABLE OF MUCH FUN AND CONSIDERABLE PHYSICAL EXERCISE

Playgrounds as a Private Philanthropy

The playgrounds began as a private philanthropy all over this country. A women's club, a mother's club, a civic club, or the Y. M. C. A. began the agitation, and undertook to raise the necessary money. Lumbermen contributed the lumber, athletic houses furnished the supplies, sand yards gave the sand, kindergartners and other teachers contributed their time, and so the movement was begun in most cities.

purpose has always been the promotion of the play idea, and the dissemination of information in the form of literature, pictures, lantern slides and lectures so as to help on the movement in the different cities.

Out of its first play festival, held in Chicago in 1907, have grown play festivals in most of the larger cities.

At the same congress was appointed a Committee on State Laws with Mr. Lee as chairman. Out of this has grown the state

PHOTO BY WM. L. COOP

GYMNASTIC DRILL IN A SCHOOL YARD. A TYPE OF PLAYGROUND ACTIVITY COMMON IN PUBLIC SCHOOLS, AS RECESS WORK, FOR RECREATION, OR AS A PART OF THE EDUCATIONAL CURRICULUM

The next step in organization has usually been the formation of a playground association. Almost every large city that had not already such an association has formed one within the last two years. These associations are often made up of very prominent people and are exercising a strong influence in local affairs. It is in this way that the financial problem is being solved.

The Playground Association of America was formed in Washington in 1906. Its

law for Massachusetts and several other states.

At this same congress in Chicago was appointed a Committee on a Normal Course in Play. The general public is apt to think that a playground position is a snap. There is scarcely a supervisor who has not had people come to him and ask for a position, on the ground that they were in some way incapacitated for other work and were thereby peculiarly eligible for a place in the play-

NOTE. The illustrations in this article are from photographs by Mr. Wm. L. Coop, of Providence, R. I., which were loaned to The American City through the courtesy of The Dale Association, Boston, publishers of "American Playgrounds."

grounds; but anyone who has had any direct experience in the matter knows that the conduct of play is one of the most difficult feats of moral leadership, and not one to be lightly committed to the incompetent. The whole movement is stumbling and halting in its progress because this high grade leadership can not be found.

This committee's report is in three parts. The first or main course is intended for those who would specialize in play leadership as they might in physical training. The second is an institute course, intended for summer schools and for supervisors to use in training their teachers. The third course is intended for normal schools; for it has been the feeling of the committee that it is only through play that the teacher comes to know or to have an influence over the child,

PHOTO BY WM. L. COOP

ONE OF CHILDHOOD DELIGHTS IS UNCONVENTIONAL PLAY SUCH AS IS SUGGESTED BY THE USE OF THIS BOULDER

that play is rapidly forcing itself into the curriculum and that the time has come for school systems to take account of it. Such courses in play were given to regular teachers in sixty-seven cities of Germany last year. Courses are being given in this country in at least nine different places this summer, probably in more,

Besides the Playground Association of America the Sage Playground Extension Committeee employs a field secretary, Mr. Hanmer, and a director, Dr. Gulick, to promote the movement in the different cities. It is also reprinting the best literature and is giving it out at conferences and mailing it over the country.

PHOTO BY WM. L. COOP

A TYPE OF WADING POOL FOR SMALL CHILDREN IN THE CORNER OF A PUBLIC PARK, IN FALL RIVER, MASS.

Apparently there is a present tendency for large benevolence to swerve somewhat from the university toward *social* channels, and the playgrounds are coming in for their share. The first large gift of this kind in this country was apparently the Children's Playhouse and Playground in Fairmount Park, Philadelphia, which was built and endowed through the will of Richard and Sarah Smith in 1896. After that there were apparently no, or at least few, large gifts of the kind until two or three years ago when there seemed to be a great awakening on the subject. Probably there were fully twenty gifts of playgrounds to cities last year, and it looks as though the number might be twice as great this year. It seems a peculiarly suitable memorial for a man to leave behind him in his home town.

PHOTO BY WM. L. COOP

THIS SHOWS A COMBINATION OF APPARATUS FOR A SMALL NEIGHBORHOOD PLAYGROUND TO BE USED BY BOTH BOYS AND GIRLS

If the process goes on at the present rate for twenty years, it will mean an immense amount in acreage and value presented to the children of the country.

The various playground systems once privately maintained are being rapidly municipalized. This is very important because in putting the playground under municipal control there is a whole change of attitude toward it. It ceases to be regarded as a charity and becomes a public undertaking, such as the public school. Very much larger sums of money are available for the purchase of sites, for the pay of the workers, and for equipment. When a system is once established under the municipality its extension becomes certain, because no section of a city is willing to pay taxes to furnish to another section facilities with which it is not itself provided. The city of Chicago has expended eleven million dollars on small parks and playgrounds in the last four years. New York has spent fifteen millions in the last ten years, and Boston on her two hundred acres of playgrounds has spent about four millions in all.

Playgrounds are just now the fashion and every city is ambitious to get into the style by making provision for them. We may safely predict that within a very few years every city of ten thousand inhabitants, and a great many which are smaller, will provide adequate playgrounds for their people.

There is in Germany a public official who is known as a Spiel Inspector, whose work it is to give the courses in play to the teachers, to organize picnics and excursions and contests, and provide for the various sports. In our small towns and country sections we need such an official even more than we do the formal playground.

Probably the most notable single achievement in playgrounds last year was the Massachusetts playground law. This law required every city of ten thousand inhabitants to vote whether or not it would acquire sites and maintain playgrounds. Thus far forty-two cities have voted and forty have voted "yes" with a majority of about five to one. The state of New Jersey passed a law in 1907 authorizing the different cities to appoint a Playground Commission to acquire sites, employ teachers, and supervise the work. The state of Ohio passed an enabling act to allow the school boards to maintain playgrounds last year; and the state of Indiana has just passed a law, modeled after the law of Massachusetts. Minnesota passed a law in May, allowing any city of one hundred thousand inhabitants to issue bonds to the extent of

PHOTO BY WM. L. COOP

DANCING BY SMALL GIRLS IN A PUBLIC PARK EXHIBITION. THIS TYPE OF DANCING DIFFERS FUNDAMENTALLY FROM SOCIAL DANCING OF THE USUAL TYPE AND IS INTENDED TO BE OF EDUCATIONAL AS WELL AS PHYSICAL VALUE

one hundred thousand dollars in order to establish playgrounds. Montana had a bill before its legislature in the spring similar to the Massachusetts law, but I have not heard whether it passed or not. In nearly every state where there has been a vote, the bill has passed with a large majority, so it seems an easy conclusion that every northern state will have a law requiring playgrounds within the next few years.

It is common abroad to have some minimum school requirement of playground space for each child. Thus far we have few such requirements here, but we are working toward them. Two years ago the Board of Education of Washington passed a rule that hereafter they would seek to obtain for new schools at least thirty square feet of playground for each child, and that they would acquire such an amount of space as rapidly as possible for the old schools. The legislature of the state of Washington passed a bill this year requiring one hundred square feet of space per child for all new schools in the state. The bill, however, was vetoed by the governor and did not become a law. There are few cities that have passed any definite rule, but there are a great many cities that have adopted a rule to acquire playgrounds hereafter in connection with all new schools; and it has already become the general practice even among cities that have taken no formal action.

We may also confidently expect in the near future the adoption in most cities of a pretty definite curriculum of games as a part of the regular work of the schools. The Germans introduced such a system several years ago. We also have a curriculum in a number of cities, but it is advisory only in most places, and there is seldom any time when the games can be played except the regular school recess. The German proposition seems to be a sensible one; it is generally admitted that games have an important training to give, that they are not of equal value, and that they must be adapted to the age and sex of the child. The only answer to this seems to be a curriculum. If we believe, as many of us do, that the training of play is more fundamental than the training of the school, then there is no good reason why we should not provide a place for it during the school day—an argument which applies with especial force to the small children.

New York passed a law several years ago requiring in congested sections roof playgrounds on all new schools. Several model tenement house associations are now providing similar facilities. The changes required even in old buildings, I am assured by architects, are comparatively simple and inexpensive, unless the buildings are structurally weak. There are many blocks in lower New York where there are more than two hundred small children to the block. In such sections the problem of adequate municipal playgrounds on the surface is hopeless, and roof playgrounds should be required by law. The children really need all the space represented by the roof, the interior court, and the street. But if playgrounds were placed on the roofs of all armories, schools, libraries, baths, and other public buildings it would help much.

In Berlin playgrounds are required by law in the interior of tenement blocks. The need of New York is greater than that of Berlin, and sooner or later it must be so here. The small children need the exercise and open air most, and the streets are unsafe for them so that they cannot go to a distance. There are several model housing companies that have already built tenements of this character in this country.

We have also the beginnings of a movement to make the streets themselves more available for play. At present they are too dirty, and too hot for the most part, and some of them are used for traffic at times when this is not necessary. In Boston coasting is permitted in winter on certain streets. In lower New York there has been an attempt to have certain streets closed to traffic from three until six, for play after school. This is a movement that may rightly grow. Not every street in a residence section is needed as a thoroughfare, and the children need the room. They are going to use it anyway, and it is better for them to be safe. An asphalted street does very well for play with a soft ball, for shinney, for ring games, for dancing if there is a hurdy gurdy about, and for roller skating,

In Detroit there has been a movement developing to secure the necessary concessions from owners and throw all the vacant ground of the city open to the children. Where there is vacant land it ought not to stand idle under present conditions.

The Housing Problem—America's Need of Awakening

By Richard Watson Gilder, LL.D., L.H.D.

Editor of The Century

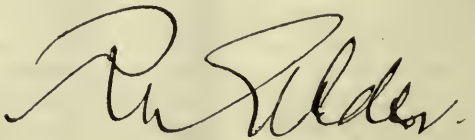
One hot evening of the present summer I happened to pass by trolley through miles of the New York East Side tenement district. I could take in, from the car window, the habitations and surroundings of hundreds of thousands of fellow-citizens. Never in my life was I more impressed by the wholesale, well-nigh irretrievable short-sightedness of our American city-building. Here were myriads of human beings stifling in boxes arranged like drawers in a bureau, with holes to look out upon the opposite boxes and the roaring "elevated." Those who were at home hung out of the windows in as few garments as were decent; while the long, seething bare canons of brick, paving-stone and asphalt were swarming with children in quest of air and amusement. In a doorway stood three girls close together and listlessly passing a ball around the triangular group. Hardly a tree or any green thing was to be seen—except in the far eastward vista.

RICHARD WATSON GILDER

I know about the improvements our Commissions and our new laws have made—wonderful improvements, especially under the DeForest Tenement House Commission; I know these new laws make the worst old conditions impossible, and tend to constant betterment. I know of the new model tenements, the roof gardens, the baths, the playgrounds of the small folks, and all that. But the new movement can do little to correct the larger errors of our New York city-building—and the larger errors of the city-building of nearly all our cities. Millions of present and future Americans are doomed to homes that are not fit for the purposes of civilization or in accordance with useful, self-respecting citizenship.

With all the movements that are now going on to save, at least, the future—it is evident that the people of America have not yet waked up to the full miseries of present and threatened housing conditions in the United States. For one thing, conceit is in the way. How many of us know that Germany has left us far behind in the problem of housing its inhabitants? On this vital question of the environment the intelligent, the influential citizenship of America needs to be educated as to facts and needs to be greatly stirred to responsibility.

Therefore I heartily approve the aims and earnestly wish for the success of THE AMERICAN CITY.



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

The small place is the city in embryo. It is therefore abundantly worth consideration. The towns and villages, moreover, offer some of the most interesting examples of progressive local work. These places are not always good, but they can be made pretty good by a moderate amount of attention. They have not the hopeless defects of most large cities. This department will have to do with the improvement and development of towns and villages, and with community work such as is characteristic of them. The new movement for civic and social advance is calling into being many new societies, and it is giving new work to societies organized in many instances for other purposes. The accomplishments and methods of local societies along the lines of this department will be considered.

There are many subjects but a few will indicate the drift: playgrounds, school and home gardens and village improvement; municipal activities for cleaner streets, tree protection, public buildings, parks, improved water supply and sewerage; suppression of smoke, dust, noise and billboard nuisances; these will serve as suggestions.

In so far as the department can bring together helpful examples of such work, and pass them along for the benefit of others who are looking for suggestion as to what to do and how to do it, it will be a success. But the range is wide and the country is large. Success will in good part depend upon coöperation. The editor of the department will be glad to receive at 3 Joy Street, Boston, Mass., anything that the interest of others may suggest and their generosity prompt them to send. A newspaper clipping, a program, a report, all such would be helpful, and their receipt would be appreciated. Items from small places, those so small as to be usually overlooked, should be particularly kept in mind.

Group Activities

The civic and social work of the past few years has demonstrated more clearly than ever before the value of coöperative effort. Coöperative societies, in the sense in which the term is used in England, Scotland and Ireland, have not made great headway in this country, doubtless due to the fact that America has gone in strongly for individualistic action. But we Americans can learn, and we are learning that united action brings better and surer results than attempts by isolated individuals. We have not generally enough come into full cooperation and the fullest descriptive term that we can apply to our activities, in this stage of development, is group activities. These groups are of interesting origin, but the very nature of the origin circumscribes the group in most cases and keeps it from being as wide as the community.

The woman's club is a good example. It is a club for women only and can therefore not be an organization of much more than half the people in the average community. But these clubs are an interesting manifestation, They were originally organized for the self-culture of the individual members. They did this but poorly because they did not employ the services of teachers who could lead them onward. They locked themselves into the parlor of some member and in esoteric fashion pursued Shakespeare or Browning or something else. Then they went forth superior to their neighbors and not caring much about them. Now these clubs are learning that to take up and solve community problems is one of the surest avenues to culture, and that it does not separate the club members from their neighbors. There are many excellent examples of accomplishment to the credit of this group of workers.

The most promising group, and yet the one most difficult to keep alive, is the village improvement society. This name stands for a variety of names and of forms. Its hopeful aspect is its catholicity. It knows no sex, no creed, no party. It could be as broad as the community except for the fact that but a fractional part of the people of any community have arrived at that

stage which enables them to go into work for the general good. Devotion to commerce, to industry, to selfish pursuits, these yet keep many people from their proper place in the field of common endeavor and make the improvement society or the citizens' association a spasmodic affair more often than, as it ought to be, a thing as continuous as the community itself.

But progress is being made, and our hope is that in time every group will merge with other groups into the greater and ideal conception, the community. Then will improvement societies not be, as now, so often reported "dormant." There will, in fact, be no place for the improvement society. The community, it may be city, town or village, will itself look after itself and its best interests.

An Experiment in Rural Manual Training

That original genius, Mr. John T. Patrick of Wadesboro, N. C., is responsible for a movement in Anson county which is bearing good fruit. Mr. Patrick wanted to arouse an interest in doing practical things among the children. For the first step he selected an object the uses of which were known to the children. It was an axe handle. He offered seven prizes of from fifty cents to five dollars to the school boys of the county for the best axe handles made by themselves. He thought it would be a good exercise for the girls too, so he offered them five prizes of from one to ten dollars. To get into touch with the pupils he wrote a letter to each school, to be read by the teacher, with the request that each pupil answer, delivering the letters to the teacher to be forwarded to him in bundles. He received as many as fifty letters a week. Then he arranged a holiday when the axe handles were to be delivered in Wadesboro and the prizes were to be awarded. The children were to come in wagons decorated by themselves with evergreens. Each school was trained in singing for the occasion, and to help the old and the ill they were asked to sing en route for each half mile in the center of which was a home. The line that reached Wadesboro was over a mile long, The children deposited their handles, over four hundred of them, by school groups. Forty-one schools were represented. Each handle was accompanied by a certificate signed by the child and its mother, to the effect that it was entirely the work of the child. The prizes were awarded, speeches were delivered, and the day was spent in picnic fashion. The array of handles was so imposing and the work was so well done that Mr. Patrick had cases made, like gun racks, for exhibiting them, and they entirely covered the walls of the savings bank where they were placed. An axe handle is no mean accomplishment, and to have made one and to have had a part in such a holiday as Mr. Patrick arranged are incidents that will long be remembered in the lives of the children.

A Plea for the Village

Mr. A. A. Heald, of Wareham, Mass., puts in a plea for greater consideration of the village. He says: "Nearly every paper contains an account of some good movement for the city dweller, so that at present almost any man who can find money enough for car fare is sure of being able to listen to a good lecture every night in the week. If a farmer in Wareham wishes to attend a Ford Hall talk, or listen to a Lowell Institute lecture, he must leave home at four in the afternoon, and cannot return till the next day at nine. This loss of time, and the cost of car fare and hotel bills, make it impossible for him to consider such a plan. On the other hand, the average small community cannot furnish enough men who are interested in the outside world to support a good lecture course. It was with these facts in mind that I have helped form and manage the Wareham Brotherhood, an organization open to any one. Its main object is to promote civic righteousness. I hope it will provide for the mental needs of that small but earnest body of men to be found in every town—the men who are constantly furnishing a good deal of the life blood of our large cities."

Mr. Heald goes farther than merely to make a plaint. He sees a need and sets about supplying it. His suggestion and his example are good. There is no field more needful of the attention of those who would promote good causes. But the expense of a really commensurate solution seems to be so great as to prove prohibitive. President Eliot's suggestion of an endowed country church would apply equally well here. It is as difficult for the small community to secure a good lecturer as to secure a good

preacher. Coöperation of some kind is necessary, and it would seem to be a pertinent suggestion that the city give to the country some return for the help it undoubtedly receives, as is pointed out by Mr. Heald.

Duxbury Day

Pageantry, which is becoming a matter of so much interest in this country, is breaking out in even the smallest places. Little but ancient Duxbury, in Massachusetts, made its first try on July 31st. The people of Duxbury, in connection with the Standish Monument Association, on that day participated in a historical festival and pageant. The scenes, under the management of Miss Margaret MacLaren Eager, were taken from events in the history of the Pilgrims in England, Holland and America and from the provincial and colonial history of Duxbury. More than a hundred people from Duxbury, and people of Pilgrim descent from other places, took part in the performances. The scenes were given on the grass with trees and foliage as a background, and the tableaux on an elevated embankment hidden by a curtain of foliage. One purpose of the entertainment was to raise funds, the income from which will go to the maintenance of the Standish Monument and grounds.

Stock in Community Happiness

In Denison, Texas, a fertile-minded citizen, Mr. A, L. Jones, has invented a new and very good way of promoting park development and preservation. He takes the boys into the scheme. The boys were called to a special meeting in one of the parks. Here they were organized by wards, with presidents and secretaries, into first ward boosters, second ward boosters, and so on, for the purpose of pushing, boosting and otherwise elevating the amenities of the parks. As Mayor Acheson says: "All of these boys are sworn to protect the parks and to lick any boy found injuring them. If the boy found doing harm is too big to lick, two or three assistants are to be called in to help wallop the offender." This offers a great opportunity to good and active boys, one that they will always appreciate.

To still further interest the boys a junior park association was organized under the laws of good government, and stock shares in the future happiness of the citizens of Denison were given to the members. These shares were issued in consideration of personal efforts in maintaining, beautifying and protecting the parks of the city, and the ownership of a share entitles the holder to resort to the parks, and to enjoy to the fullest extent all the rights and privileges pertaining thereto. The mayor adds: "In fact the parks by this arrangement are being turned over to the boys, and they are made to understand that they are free to make use of them and welcome to all the comfort and happiness they can extract from them."

This is all in healthy contrast with the too common custom of keeping boys as much as possible away from the parks, and of developing parks chiefly for æsthetic purposes. The boys are anyway the future owners of the parks. If a helpful interest is to be developed it must be started early in life. Denison is to be congratulated and thanked for its helpful example.

A Ministerial Method With Billboards

A Massachusets law reads, in part, "Any word, device, trademark, advertisement, or notice, which has been painted, put up, or affixed within the limits of a highway * * * * shall be considered a public nuisance, and may be forthwith removed or obliterated and abated by any person." Some time since the editor of this department heard that the Rev. S. S. Wood of the town of Blandford, Mass., was proceeding under the law, and wrote for information with the following response:

"I turn the warm side of my heart toward any man who is devoted to keeping God's world as beautiful as the stupidity and depravity of his fellowmen will allow him to keep it.

"Referring to your inquiry as to how we demolished the advertising placards, we simply did it. That is about all. We discussed it a little first in a poorly attended meeting of our citizens called by the Improvement Society. The thing was parcelled out to several who could be depended upon. Dr. Partree took a road, or section, of the town. I took another about six miles in length, one of the principal thorough-

fares. The fiends had chosen perches on the trees accessible only by means of a ladder, in many instances. They had made their frames strong, and had driven their board placards on with long spikes. But my son was a college boy, and was glad to help out my stiffer legs. We took my horse and wagon, a ladder and an axe. That was all. A spirit of wrath and determination did the rest. We had them all down. The others did their part.

"The Westfield merchants were the worst sinners, and we had inserted in the papers an ultimatum to them that whatever else of the sort they might do in the future in our town would meet with a similar fate. Most of them took heed, but one of the worst offenders sent a man with a paint pot and brush through our town and the adjoining towns. I ran upon the fellow one day in the very act of painting stone walls and highway boulders. I told him it was of no use; he could tell his employer from me—giving him my name—that the signs would all be painted out. He was a gentleman and forthwith quit, and even painted out the one he was working on. Two others I presently wiped out with some neutral colored paint. There are one or two left here and they excite my anger each time I see them. It is only because I have been too busy that they are not under cover by this time. Some day when I have the time, they will be.

"Then there is the M—— Y—— man. He periodically passes through the town here and paints the whole town red—or blue, for that is his color. He carries innumerable cardboard placards, very strong, and very large cloth placards, four or five feet in length. The one he nails on trees and posts, the other on old buildings and shops. But I follow him like death's angel. This last fall I destroyed about seventy-five of the above named, not stopping with my own town, but pursuing the trail into two or three other towns. My duties take me all about, and my horse has learned to stop and wait for me, and even has learned that the fearsome crackling made by tearing off the stiff cloth advertisements is according to law and gospel. I do not know that anybody else is doing anything of the sort hereabout but myself, but as long as I am bishop of this diocese I am in this business till death do us part."

Junior Civic Leagues

The civic department of the general federation of women's clubs is promoting the organization of junior civic leagues. "The object shall be to help keep our city beautiful, clean and healthful." Pupils in the public schools from seven to fourteen years of age may become members. The pledge subscribed to by each member is as follows: "I will not injure any tree, shrub or lawn. I promise not to spit upon the floor in a street car, school house or other public buildings, nor upon the sidewalk. I pledge myself not to deface any fence or public building. Never will I scatter paper or throw rubbish in public places. I will not use profane language at any time. I will always protect birds. I will protect the property of others the same way that I would my own. I will promise to be a true, loyal citizen."

This is a pretty good decalogue, or octalogue, for young people. The establishment of such a league in every town in the country ought to prove a helpful movement.

Bamberg's New Civic League

The women of Bamberg, S. C., have organized a civic league to look after the interests of the town. Mrs. G. F. Bamberg is president. Although organized only a year ago, the league has already a number of pieces of work to its credit. It has placed a stand for magazines in the railway station, it has beautified the courthouse square, a cemetery has been improved, greater care of business places and residences has been stimulated among the merchants and the residents. The league is now at work on a rest room, that people who come from the surrounding country to market and shop may be made comfortable. The Bamberg Herald has opened its columns to the league. There is every indication that this is only the beginning of a far-reaching movement in the town, which is the center of quite an agricultural area and a county seat.

Gleanings

Edited by Mary V. Fuller

An International Survey

In its province of clearing-house THE AMERICAN CITY will render a special service to those who want to keep in touch with all the important articles that appear in the line of their special interests. The number of American magazines that devote some space to city betterment is so large that busy people cannot readily keep track of them all. In this department, therefore, brief reviews of such articles will be given.

Even more important to students of civics will be the longer abstracts and translations from European magazines, which will be a feature of each issue. The pressure of concentrated population has forced European cities to deal more seriously and systematically with their problems of administration and development than our own cities have hitherto done. By studying their methods and achievements we may avoid some of their mistakes and be guided by their successes, thus reaching the goal of good municipal administration with less loss and more speed than would otherwise be possible.

Why Germany Leads in Town Planning

In an article on town planning contributed to the *Municipal Journal* (London) H. Clapham Lander, A. R. I. B. A., a member of the Coöperative Garden City Committee, calls attention to the administrative and legal advantages which German cities have over English cities and which makes town planning relatively a simple matter in Germany. Sections of this article are reproduced herewith because the contrast between German and American conditions is even greater than between German and English conditions:

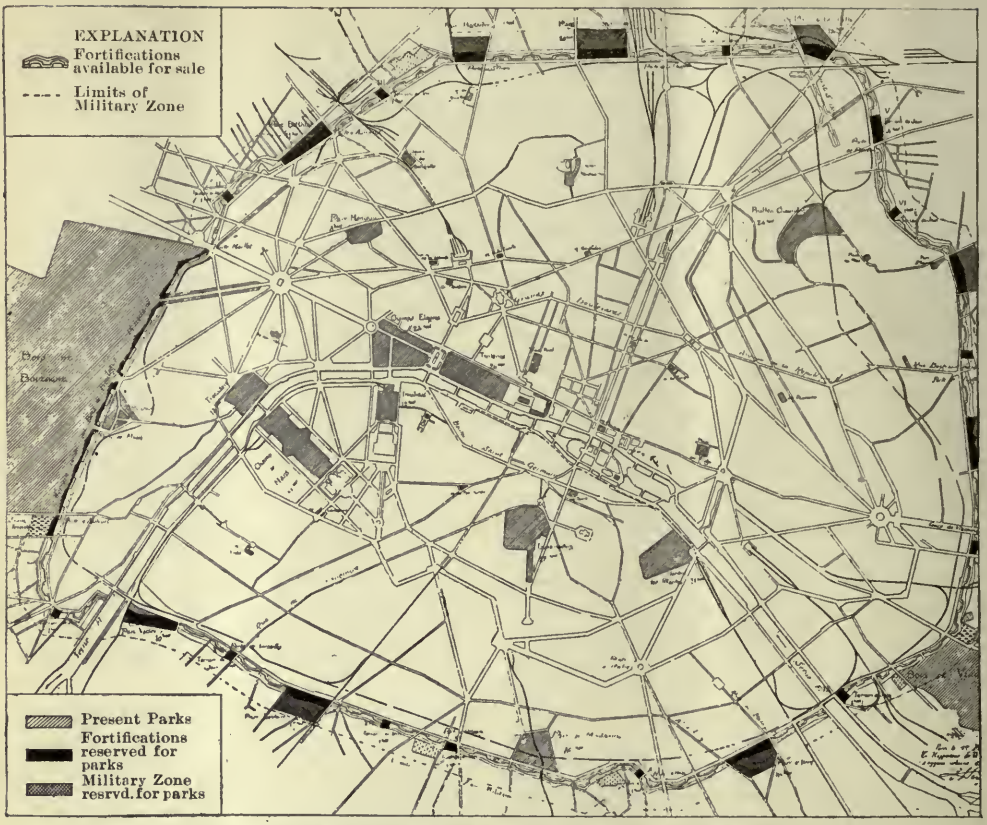
"Whereas with us the lord mayor or mayor is elected for one year only, without remuneration, and seldom holds office for more than two years in succession, the German oberburgermeister is a permanent official, appointed for periods of about twelve years each. Special training and qualifications are necessary for the post, and the oberburgermeister's whole time is devoted to the service of the town, his sole object being its welfare and advancement. The long terms for which the appointments are made, and the probable renewal, gives the opportunity for the carrying out of a comprehensive and definite policy, which is hardly possible under our system, which involves frequent change of chairmanship.

"The adjuncts, or chairmen of committees, also devote their whole time to the municipal service, which further tends to secure continuity of policy. In some German towns as many as half the councillors are in receipt of salaries. The salaries are low in comparison with those paid by English municipalities, but considerable honour and responsibility attaches to the offices, particularly to that of oberburgermeister.

"It is not a difficult matter to realise the wide and powerful influence which an able man—well trained and qualified—holding such an office would be able to exert on behalf of the town for which he was prepared to devote the best years of his life.

"Again, in Germany the building bye-laws and regulations are more elastic than with us. In England the bye-laws adopted by any local authority apply without distinction to the whole of that authority's area. In Germany the towns are, as a rule, divided into different districts, such as central (business or commercial), industrial, suburban, residential, rural, etc., with sub-divisions of each. The bye-laws are modified in each case, a larger percentage of the ground, for instance, being allowed to be covered with buildings in the central districts than in the suburban, and still less in the rural. Special treatment is allowed to corner sites, and in other ways relaxation is permitted by the authorities to meet exceptional cases.

"Each town has its own method of town planning, controlled largely by historical association, business character, and nature of the ground. The new roads, as a rule, consist of a number of parallel tracks, divided by two or more rows of trees. A long strip of water often forms a pleasant feature.



PROPOSED PARK SYSTEM OF PARIS—PLAN OF M. HENARD

These avenues are usually terminated either by a church or public building or by a group of statuary, set off by a tall yew hedge. The separate tracks provide accommodation for electric trams, motor-cars, horse-drawn vehicles, horse-riding, and pedestrians. A road of this type has been projected between the towns of Cologne and Düsseldorf. The width of the various new roads naturally depends upon the amount of traffic anticipated.

"The railway stations are usually situated on the outskirts of the town, that at Weisbaden having been recently removed from a central position to a new site further out. Numerous systems of electric trams connect the various parts of the city with the railway station. The electric tracks are also used for other purposes, such as street-watering and the conveyance of mail-bags between the railway station and the various post-offices.

"In the town of Frankfort a law exists known as the Lex Adickes. This law gives the city power to acquire compulsorily, for the time being, the land and property falling within any area which in their opinion is overcrowded or otherwise of an undesirable character. The area having been cleared of buildings, a new plan for developing the same is prepared by the city authority; the original owners are allotted new plots of a relatively equal size to those which they held before the redistribution.

"In the various cases in which this procedure has been adopted the value of the land has been so much enhanced, and the public spirit of the owners has been such that in no instance has it been found necessary to resort to compulsory powers, the demolition, replanning, and redistribution of sites having been a matter of mutual arrangement."

The New Park System of Paris

Ever since 1883 the question of developing a girdle of parks out of the fortifications of Paris and the strip of land surrounding them has been agitated.

PROPOSED PARK SYSTEM OF PARIS—PLAN OF M. DAUSSET

The present parks are shown in black. The shaded section is the proposed continuous park to be created from the military zone, within which are shown the fortifications

The military law has hitherto forbidden the erection of buildings for a distance of 250 meters outside of the fortifications. This is the portion referred to as the "military reservation," or "military zone," and should be carefully distinguished from the fortifications themselves which lie just within this zone.

The discussion has recently become concentrated upon two plans:

One of these, presented by M. Dausset, includes getting possession of the military zone for the city and transforming it into a circular park. The land of the fortifications, acquired from the state, the value of which would be increased by the improvements, would be resold to defray the expense of making the park.

The other plan is the one elaborated by the city health section of the Musée Social and was designed by M. Hénard, who used as a basis an earlier plan of his own, which included the making of nine parks distributed around the city.

In an article in *L'Art Public* M. J. C. N. Forestier, Superintendent of the Parks of Paris, comments thus on the situation:

"I had asked that they add a number of playgrounds, distributed between the different parks and joined together by a series of avenues. The new plan adds several playgrounds of about five acres each, but gives up the idea of the union of the parks.

"M. Hénard thinks that the uniting avenues would form a circular one that would not be of much use for traffic, the exceptional width of which would therefore not be justified, especially in the outskirts of the city. I do not think this a sufficient reason. It is really not necessary to consider the avenues mere roads for traffic; that is not their reason for being.

"The Dausset plan is open to plenty of objections. A circular park on so large a scale and at the same time so narrow would not permit sufficient variety of groves and vistas. It would not facilitate an intimate relation with the suburbs, still less the ex-

tension of Paris, nor assure repair and supervision without difficulty and great expense. It would be hard to avoid monotony, and the ring would constitute an isolated strip too similar to the fortifications themselves and would entail a considerable pecuniary burden.

"Even completed by the playgrounds the Hénard plan is unsatisfactory. It makes use of hardly a quarter of the land, it gives over to building all the military zone, and those who desire a greater extent of open spaces feel sure that the present condition is much more advantageous. On the other hand, many of the owners of real estate in Paris are afraid of seeing a large amount of land thrown back on the market and fear a depreciation of built-up property in Paris, so they favor the plan of Dausset, who would keep the military zone open.

"Is it not possible to preserve almost wholly one or the other of the plans, and, while recovering a large part, if not the whole, of the expense by the sale of a portion of the land acquired by the city, to avoid the crisis which the landowners of Paris fear, and to satisfy new ideas and the hygienic requirements of the masses, by submitting the transferred land to definite restrictions, as we will show?

"The land of the fortifications would be acquired just like the military zone according to the Dausset plan. But we would not merely cut off a strip 380 to 400 meters wide, which should surround Paris in two sections, the one built up, the other transformed into a continuous park. One wide avenue, where trees, plants, flowers and drives should combine in harmony with the contour of the land, would unite the large parks and pass around among low buildings surrounded by gardens, thus forming the circular park of the Dausset project. It is unnecessary to dwell upon the healthful and aesthetic advantages of that avenue with its broad sidewalks, its cycle and bridle paths and its drives.

"For the arrangement crosswise of the avenue it is easy to find examples: the rings of Vienna and of Cologne, the suburbs of Frankfort, the transformation of the fortifications of Arnheim, and also our avenues of Breteuil, the Bois de Boulogne and the Champs Elysées.

"To obtain this result the land designed to be sold should be carefully restricted. The purchasers should be allowed to build only upon sites explicitly determined by the general plan of distribution and within the limits of height fixed for each section. If the neighboring streets should be found insufficient to meet the necessities of the new quarters, some roads should be reserved for shops. In order that each house with its garden should have an abundance of air and light on all sides, the center of the section should be reserved for playgrounds.

"It is not likely that the sale of the land would suffer on account of the severe restrictions; on the contrary, it would be as much in demand as that under analogous conditions at Passy and Auteuil.

"We may therefore believe that this plan would not be less advantageous than the one proposed by M. Dausset. Besides, a few millions should not be allowed to weigh against the needs of the greater Paris of tomorrow."

The Government of the National Capital

In the *Survey* for August 28, Dr. Henry S. Curtis, formerly Supervisor of Playgrounds for the District of Columbia, makes a strong protest against the present method of making laws and appropriations for the District and an earnest plea for a measure of self-government. The successive changes, from local control through the territorial form of government with its resulting debt of twenty millions, to the anomalous condition of today, are reviewed as to origin and effect. Acknowledging public approval of the presidential appointment and the work of commissioners and judges, the author makes clear the mutual dissatisfaction of Congress and people with the legislation of the District, which is entirely in the hands of Congress.

The city of Washington is unique in having no municipal government, and in being dependent on our national lawmakers for its control and development. Congressmen are weary and resentful of a task which consumes valuable time disproportionately and may prevent their political advancement. Since they are generally not thoroughly informed of the city's needs, and are personally unaffected by the results of their acts, they have no special interest in securing wise legislation for the District. The mutual antagonism between congressmen and people appears to be both the cause and the result of this attitude.

Various suggestions for bettering the situation are made: the combining of the District and Appropriations Committees into something like a municipal council; the placing of the city under control of an officer or a municipal expert, by whose administration the model city should be developed on the principle of a national experiment station. Either of these changes, Dr. Curtis feels, would bring welcome relief. But most earnestly he advocates, since the chief reasons for abolishing the suffrage are no longer valid, the restoration of the ballot to the people of Washington, who are best qualified for the administration of their city's affairs and most concerned in her welfare.

The Municipal Art Society

An unsigned article in the July number of *The Craftsman* on "Growth and Beauty of Our American Cities" states the broad purpose of the Municipal Art Society as the development of the beauty of "cleanliness, patriotism and moral well being,"—"the best way of making a city fit its ends."

The article shows, by a report of the Municipal Exhibition held in New York last May, what has been done and what may be done to insure public health, to relieve congestion of population, to secure clean city streets, free from the unsightly and continuous upheavals caused by never-ending subterranean repairs and alterations.

School farms with their gratifying economic and hygienic results, pictures and sculpture for school decoration, adequate and artistic street lighting, are all suggestively treated. The article is well illustrated. Its value lies in its recognition of permanent adaptation to continuous and increasing needs as an essential element of city planning.

A Lesson from Germany

"The German Way of Making Better Cities" is the comprehensive title of an important article by Sylvester Baxter in the *Atlantic Monthly* for July.

It is a study of the causes, the elements, the methods and the results of the "deliberately conscious" German movement toward city development, and involves a summary of its history, its leaders, and its influence on other countries, especially on Great Britain, newly awakened to her responsibilities.

The principles of the new art of city planning are clearly given and are followed by a full discussion of Germany's methods of securing suitable city homes and maintaining their inspection. Frequent illustrations, such as the thorough preparation and criticism of Stuttgart's city-extension plans, serve to emphasize the points made by the author.

Germany adheres closely to the fundamental principle of respect for ancient landmarks and existing thoroughfares, and deprecates the reckless cutting through of new streets in defiance of the tested value of long-used roads. She is deliberate, practical and economical in her town planning. That she is predominantly artistic in the highest sense is shown by her intolerance of the sort of town planning that aims at conventional symmetry and balance regardless of individual conditions. The reverence, the student attitude in which she approaches her task of providing for city expansion, makes each problem an individual one to be studied with the purpose of practically adapting existing elements to future needs. The result is artistic diversity and economic gain.

Typical Muckraking

Under the title of "Little Old New York," James Creelman wrote in *Pearson's Magazine* for July one of those articles which, while apparently on the side of good government, in reality are among the most formidable obstacles in the path of improvement. Like the Irishman at the Donnybrook Fair, he hits every head that rises into prominence, some with a bludgeon of direct charge of graft, and others with a rapier thrust of innuendo. At the same time that he exposes the sordid and shameless municipal debauchery of various political leaders, he belittles and besmirches every movement for better government from the time of the Dutch governors to the present. The only individuals who find favor in his sight are two prominent representatives of one of the political factions of today, over whose heads he drops a casual halo, leaving it a little awry, as though it had been tossed there by accident, but giving to the initiated the im-

pression that the whole article was written to afford a dark enough background to bring out those halos in bold relief.

An evidence of the misleading nature of the article is a photograph showing immense amounts of water going to waste over the present Croton dam in March, 1908. This is used to show that it is a waste of the taxpayers' money to provide the new water supply in the Catskills. Mr. Creelman does not, however, bring out the fact that this photograph was taken at the time of the spring freshets and is not in the least typical of ordinary conditions. Taken as a whole, the article is simply a stirring up of muck, of which there is, as everyone knows, an abundance in New York City, but without pointing out any way by which the city can hope to clean its Augean stables of political corruption and inefficiency.

Woman's Interest in Civic Welfare

By Mrs. Philip N. Moore

President of the General Federation of Women's Clubs

The City—a Home, clean and beautiful, where every citizen finds an opportunity for the development of the highest that is in him, physically, mentally and morally—this is the vision of the earnest women of our country.

City life has come to mean serious congestion and competition, and under this burden women are perhaps the first to suffer, in the endeavor to make possible to husband and children the comfort of home under such manifest handicaps. Those who can see their way clear to help in this national movement for civic betterment, should not hesitate for a moment to bend every energy toward obtaining for themselves and others what we believe to be spiritual and physical life under proper conditions.

MRS. PHILIP N. MOORE

The women of the country are banding themselves together in an organized effort toward civic welfare, and this means coöperation with other organizations wherever possible. They see a future of great gain to every class of society in the efforts being made, and they welcome the most suggestive thoughts as to methods.

The individual membership of the General Federation of Women's Clubs, 800,000 strong, has many interests: literature, civics, pure and clean food, the home, industrial conditions of women and children, forestry and waterways, education in school and community, civil service as applied to state charitable and correctional institutions, and such legislation as will help these various efforts. Not one of all this membership fails in keen appreciation of all that should make her home city the best possible place in which to live.

Incentive to more earnest work will come from a recital of results, which THE AMERICAN CITY will give; and no one will respond more eagerly than the thinking active woman of the community.

Eva Perry Moore

Books for the Citizen

American Playgrounds. Edited by Everett B. Mero. The Dale Association, Boston, 1909. Second edition, revised enlarged. Octavo, 400 pp.; 125 illustrations: $2.00.

The relation of this book to the scope of our activities is expressed in one of its own sentences:

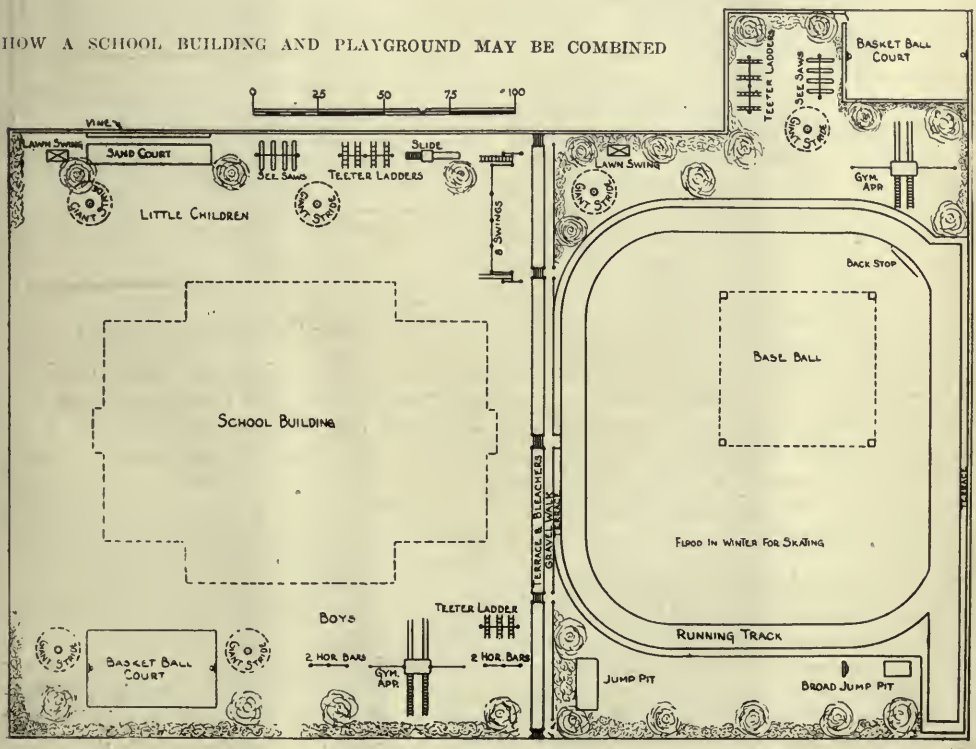
"As playgrounds are likely to be always parts of the general scheme for civic betterment—to make better the appearance and living conditions of towns and cities—it is important that there be 'comprehensive planning and clear thinking; a careful study of actual conditions, physical, economic and social, based upon the best expert advice obtainable.'"

Such has been the preparation for a volume that makes its direct appeal to our confidence first by its material excellence and then by its vigor, clearness and completeness. It is the product of a man of analytical mind, who knows why playgrounds should exist, what their history and present status are, how they should be made, equipped and conducted, and who has personally tested their efficiency and value by their results.

The exposition and history of the playground movement receive only a proportionately small amount of attention, since the cause now needs no argument and the book is essentially practical in purpose. To explain how to construct and equip a playground in the broad sense of "recreation centre," is its main object. This is accomplished by giving the detailed experience and instruction of experts, illustrating by an account of Chicago's successful system of public recreation and by numerous photographs and diagrams of playground equipment and activities, the practical character of which is shown by the illustration reproduced herewith.

The book should be the tool of every teacher, for he is not only told of the necessity of supervised play, but is brought face to face with a sketch of the ideal trained supervisor he is expected to be.

HOW A SCHOOL BUILDING AND PLAYGROUND MAY BE COMBINED



The effect, both relaxing and stimulating, upon child and adult, of properly aided recreation, is clearly shown in the resulting freedom of body and spirit, in the full expression of perception and power, and in the development of good citizenship. The individual realizes himself in becoming an essential part of the social and political body. To reach such an ideal is an economy at whatever necessary expense of money, and much may be saved by incorporating this purpose in city planning rather than replanning.

An Introduction to City Planning, by Benjamin Clarke Marsh. Published by the author; New York, 1909; octavo, 158 pp.; $1.00.

As Secretary of the Committee on Congestion of Population in New York, the author of this volume is well equipped for the presentation of his subject. His object is not to bewail a condition, but to apply a remedy, therefore he gives us a definitely practical study of facts and possibilities. It is suggestive rather than exhaustive, but there is no vagueness in its outlines. Its right to our consideration is proved by a statement of the cost, in money and in human life, of unplanned cities. The city is here both arraigned and instructed.

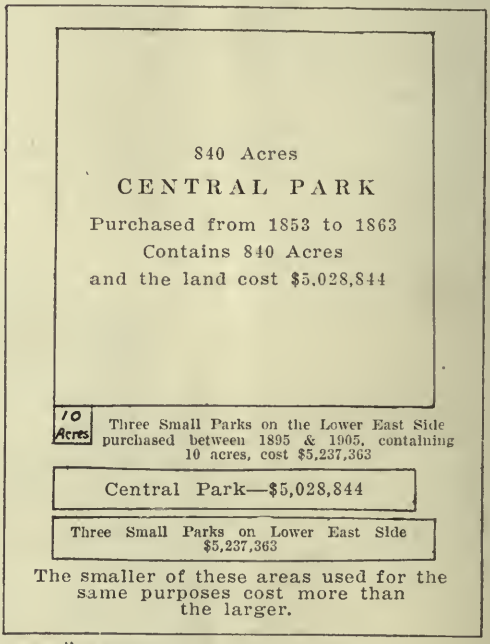
To recognize the causes of congestion of population is to indicate the remedy. To formulate a plan for city building which provides for the needs of future generations and for the expression of their skill and genius, to secure suitable and adequate transportation, to abolish real estate speculation and the intensive use of land, while insuring to its citizens the fullest possible measure of pure air and sunshine and personal privacy, is the problem of the modern city. In most cases this can be achieved only at the vast expense of replanning and the consequent destruction of property. How it has been done in various cities, both here and in Europe is shown with sufficient technical information to serve as a text book for the student of these problems.

The history and present status of legislation in European countries along these lines is given, together with examples of American municipal and state legislation toward the desired end and outlines of city building codes valuable for purposes of comparison.

Objections to the city planning idea are recognized and met, while the general reader is stimulated to an intelligent use of his civic influence by learning through what forces, notably chambers of commerce, commercial clubs and civic betterment organizations, the idea has been developed.

An analysis of European city sections is followed by an entire chapter on city planning in Frankfort-on-the-Main, showing by what means and in accordance with what regulations the present admirable conditions have been attained.

The chapter on the technical phases of city planning, by Mr. George B. Ford, is



FROM "AN INTRODUCTION TO CITY PLANNING"

A DOLLAR IN TIME SAVES NINETY

particularly illuminating because of its clear analysis of the requirements of city buildings according to their uses in business, living, recreation and transportation.

When we read that "no large American city has yet adopted a comprehensive scheme for its development along economic, æsthetic and hygienic lines," and realize by contrast with the Garden Cities of England the deplorable conditions which are at their worst in Manhattan, a stimulus is given to the individual effort that lies back of every great movement. This, then, is the purpose of the book—to show the individual his duty and how to accomplish it.

The American City

VOLUME I OCTOBER, 1909 NUMBER 2

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Table of Contents

DANIEL H. BURNHAM, Sc.D.
Architect, Plan of Chicago

CHARLES H. WACKER
Chairman Plan Committee
Commercial Club of Chicago

HON. FRED A. BUSSE
Mayor of Chicago

WALTER H. WILSON
Treasurer Chicago Plan Committee
and City Comptroller

CHARLES D. NORTON
Formerly Chairman Chicago
Plan Committee

The Plan of Chicago

By Charles H. Wacker

Chairman of the Plan Committee, Commercial Club of Chicago

Many of the cities which have been famous in history for their symmetry, convenience and attractiveness were the cities of old which sprang up on the fiat of mighty conquerors or potentates, who from motives of personal interest, like or dislike, or with an eye mainly to the possibility of a stout defense, decided to build cities upon locations which suited their fancy or their convenience. Such cities were, as a rule, ideally planned in accordance with the conception of the times, but they were, nevertheless, in most cases unenduring because they were not the outgrowth of natural conditions favorable to the birth, maintenance and growth of a city.

Our American cities, on the other hand, are nearly all natural accretions of population in places conveniently located as traffic and distributing centers for the surrounding territory, and for the transshipment and interchange of commodities, and as manufacturing centers where the raw materials are made into the finished products demanded by our civilization.

Owing to the fact that the development of Chicago's harbor facilities has not kept step with the great development in the construction of lake vessels, Chicago has of late lost some of her importance as a lake harbor, and has been left behind, in this respect, by other cities on the shores of the Great Lakes. It seems, however, that this condition is merely transitory, for the City of Chicago has now taken up in earnest the work of planning ample harbor facilities and conveniences, in accordance with the suggestions contained in the report of the Chicago Harbor Commission of 1909.

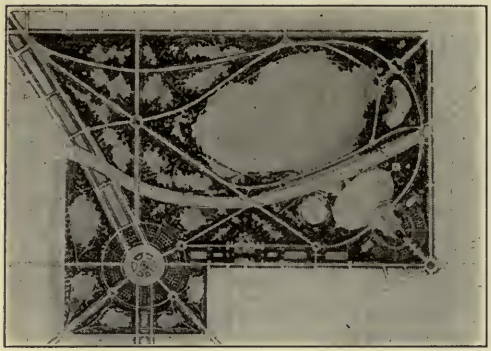
The citizens of Chicago are fully aware of the importance hereof, and they also know that, with the vast development of the water-ways now contemplated, Chicago is destined to enter upon another era of maritime activity, because she will be the focal point of all water routes, both East and South.

Looking at the map of Chicago of 1833, when our City was merely a trading post for white frontiersmen and the Indians, and remembering that this period is not removed from us further than the span of life of one man, it seems almost incredible that so much progress and so many improvements, as we have achieved, could have been accomplished in so short a time, especially when taking into consideration the fire of 1871 which destroyed nearly all results of previous labor.

Under such circumstances it was out of the question that any general scheme of improvement of a comprehensive character could be formed in those days to provide for an orderly and symmetric growth of our City. In the first place, because the intrepid pioneers who wrested the country from the wilderness had little ability and less thought in that direction; and secondly, because a development along material lines, and material prosperity, must be the foundation of a development along esthetic lines. History has shown us that, as cities grow in population, enlightenment and wealth, and as the inhabitants thereof, through travel or otherwise, become cognizant of what has been accomplished in many of the old cities of the world in the way of making them orderly, convenient and attractive, there is sure to arise an irresistible popular demand for better public utilities, better provision for rational recreation and enjoyment, and more beautiful surroundings generally.

Though Chicago is young in years, she has outgrown most of the oldest cities of the world in population, and it is the firm belief of her citizens that she is destined to outgrow still more. For this reason, if for no other, it is meet that a comprehensive, harmonious and practical plan, encompassing the demands of the future, as well as the demands of today be now adopted.

After three years of painstaking work, under the able guidance of Mr. Daniel H. Burnham and his assistant, Mr. Edward H.



PLAN OF A PARK PROPOSED AT THE NORTH BRANCH OF THE CHICAGO RIVER AND GRACELAND AVENUE

Bennett, the Commercial Club of Chicago, composed of many of her foremost citizens, now present the Plan of Chicago.

During the period of 25 years from 1882 to 1906 the population of Chicago grew from 560,693 to 2,286,330,—an increase, in those 25 years of 1,725,646, or at the rate of 69,000 per year.

Prodigal Expenditure Not Contemplated

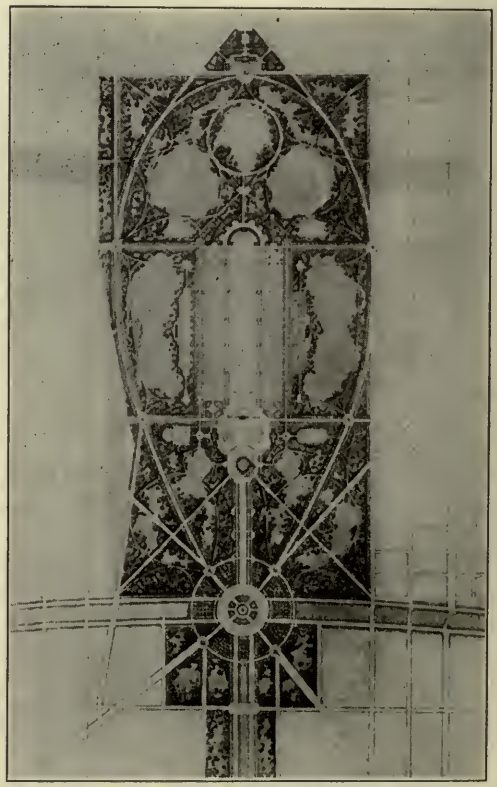
During the same 25 years the extraordinary expenses of the City of Chicago for improvements and betterments amounted to over two hundred and twenty-two millions of dollars; and there is no citizen of Chicago today who doubts that we should have accomplished vastly more than we have if this enoromous sum had been expended in accordance with a general scheme of public improvements already adopted, making each year's work a component part thereof. Instead of that large sums were appropriated and expended annually in a haphazard manner, to meet the immediate necessities and emergencies as they arose. To do away with this unfortunate wastefulness in the future was another reason why the Commercial Club decided to work out the Plan of Chicago.

A considerable part of the general plan can be carried out without much, if any, additional expense above the regular annual appropriations for civic improvements. For instance, the project of creating a system of parks and lagoons along the waterfront may be accomplished by dumping the city's refuse and excavations in certain marked locations in the lake. It is estimated that from 27 to 35 acres of new land may thus be gained annually upon a depth of water of twenty feet, and with an elevation above the water's surface of seven feet.

In this manner Grant Park of 150 acres along the lake front, east of the Illinois Central tracks, has been filled in at practically no cost during the last six years.

It will thus be seen that, even if we should expend no more during the coming 25 years than we have during the past, the adoption of a plan would result in the gradual working out of parts of a general scheme of improvements, without placing any additional financial burden upon our citizens; and it is safe to prophesy that the practical results attained and the pleasant and harmonious surroundings thus gradually created, would finally prove to our citizens the necessity for carrying out the Plan in its full scope.

In this connection, it is well to mention that it took the City of Paris over fifty years to work out fully the plans of Baron



PLAN OF A PARK PROPOSED ON THE MAIN EAST AND WEST AXIS OF THE CITY AT CONGRESS STREET AND FIFTY-SECOND AVENUE

Haussmann, which lifted that City from its former medieval narrowness and inconvenience into its present unrivalled attractiveness.

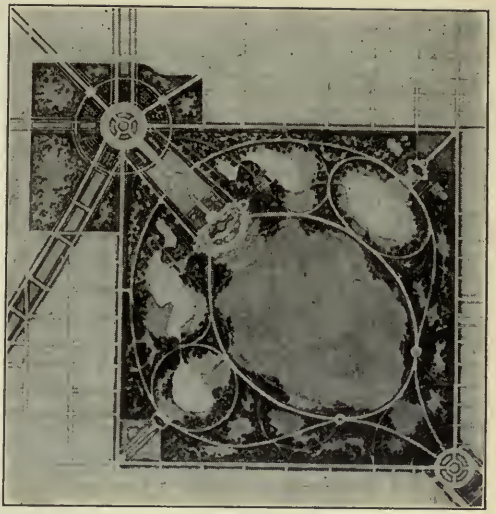
The Benefits to the West-Side

That large portion of our City lying West of the river and called the West-Side, containing a population of more than 1,160,000, comes in for a large share of the improvements suggested in the Plan.

It has long been agitated to remove the City Hall to the West-Side, to cut through diagonal thoroughfares, and to widen other streets in this section. The Plan makes ample provision for these improvements, which can be accomplished at reasonable cost because the property values in this section are still comparatively low. It is fortunate that in all districts where important betterments are outlined in the Plan land values have not reached excessive figures. The so-called "loop-district," where values are very high, is touched but very little by the proposed changes.

PLAN OF SHERMAN PLAYGROUND AND PARK

The assembly hall, gymnasiums and open-air swimming pool forming a group as the center of the composition



PLAN OF A PARK PROPOSED AT WESTERN BOULEVARD AND GARFIELD BOULEVARD, BEING AN EXTENSION OF GAGE PARK

The men who planned, and who worked to produce these plans, have been flippantly called "dreamers," and their idea has been dubbed a "dream" or a "vision," mostly by people who lack either the time or the inclination to study the plans submitted, or whose self-interest and narrowness obscure their view outside of their own back-yard. If the men of Chicago who are behind this Plan are "dreamers," the results of their life's work in their respective callings have proven that they have had, as a rule, very pleasant "dreams."

Chicago possesses today one of the finest park systems in the world, but we should not have had it had the men who planned it wavered in the face of the ridicule, doubt and downright opposition which, in one form or another, met their plans when first announced. Posterity owes a debt of gratitude to these wise and courageous men who planned and worked so well.

Popular Support Necessary

It is not the idea of the Chicago Plan Committee to stop at the mere presentation to the people of the Plan, the expense of producing which has been borne entirely by private subscriptions from public spirited citizens of Chicago. The next step in this evolution will be a campaign of education amongst our citizenship, in order to form public opinion in favor of the Plan of Chi-

cago by able and earnest argument, illustrated by telling pictures, because it is realized that to accomplish something you must take the people into your confidence.

The additional importance of such a campaign lies in the fact that the great commercial advantages of a beautiful, well ordered and convenient city, are nearly always lost sight of by the many who have given the subject insufficient study. In foreign lands, this work of beautifying cities and creating attractive features therein is justly considered an investment of the safest kind.

As an illustration, it is interesting to note a newspaper estimate made in the French capital on August 1st, 1909, which takes the tide of travel from this country at its height and attempts to show just how much money Americans have spent in Paris during the two months preceding. The figures are reached as follows:

"In the 61 days between June 1st and July 31st, 17,343 Americans registered at the 25 leading hotels in Paris. It is a low estimate to assume that the hundreds of other hostelries in the capital lodged at least 10,000 more. At the moderate estimate of 300 francs a head this makes 8,202,900 francs spent by Americans in two months time.

"But this is for hotels alone. If each visitor went twice to a theatre (a moderate estimate) the sum spent in this way would amount to a quarter of a million francs. Twice this amount was probably spent in Paris restaurants, while, calculating their cab fare at 10 francs a head, 273,430 francs was expended for locomotion."

Here we have a total of close to 10,000,000 francs expended by Americans for their daily sustenance and a few of their daily amusements. No account at all is made of the purchase of clothing, jewelry, objects of art and other things which our countrymen bring home in such abundance every year.

Would it not be a profitable investment for Chicago, or any other American City, to be in a position to attract at least part of this travel from other parts of the United States, and even from other parts of the world?

THE PROPOSED CIVIC CENTER SQUARE, SHOWING THE GROUP OF SURROUNDING BUILDINGS, CROWNED BY THE CENTRAL DOME

Extensive Coöperation Assured

It is gratifying to note the unanimity with which the authorities of our State and City,—Governor, Legislature, Mayor, City Council and the Park Boards, not to forget the Chicago Harbor Commission, and the various committees for public improvements created by the City Council, have aided the Commercial Club in its efforts to present a practical, acceptable and feasible plan; and, upon the visit of the President of the United States to Chicago on September 16th, 1909,

the President was good enough, after viewing the plans in detail at the Chicago Art Institute, to say that anything he, or the federal government, could do to assist in this stupendous undertaking would be done. The Mayor of Chicago has already been authorized by the City Council to appoint a large Committee of City Officials, Aldermen and interested citizens, to examine into and report to the City Council as to what should be done along the lines suggested by the Plan of Chicago.

of Chicago what their City can be transformed into.

It is, perhaps, more than a coincidence that Mr. Burnham, who was primarily responsible for the artistic success of the World's Fair of 1893, and many of the Chicagoans who were active upon the committees of that fair, are the same men who, with others of like spirit, are now working for the Plan of Chicago.

When in ten, twenty, or fifty years, Chicago shall stand transformed, in accordance

EXISTING AND PROPOSED DIAGONAL ARTERIES

In this connection it is worthy of mention that the Chicago Harbor Committee (appointed by the Mayor), the City Council Committee on Pleasure Piers and Bathing Beaches and the Commercial Club Committee on Plan of Chicago agree that the reports submitted by these three committees can be thoroughly harmonized.

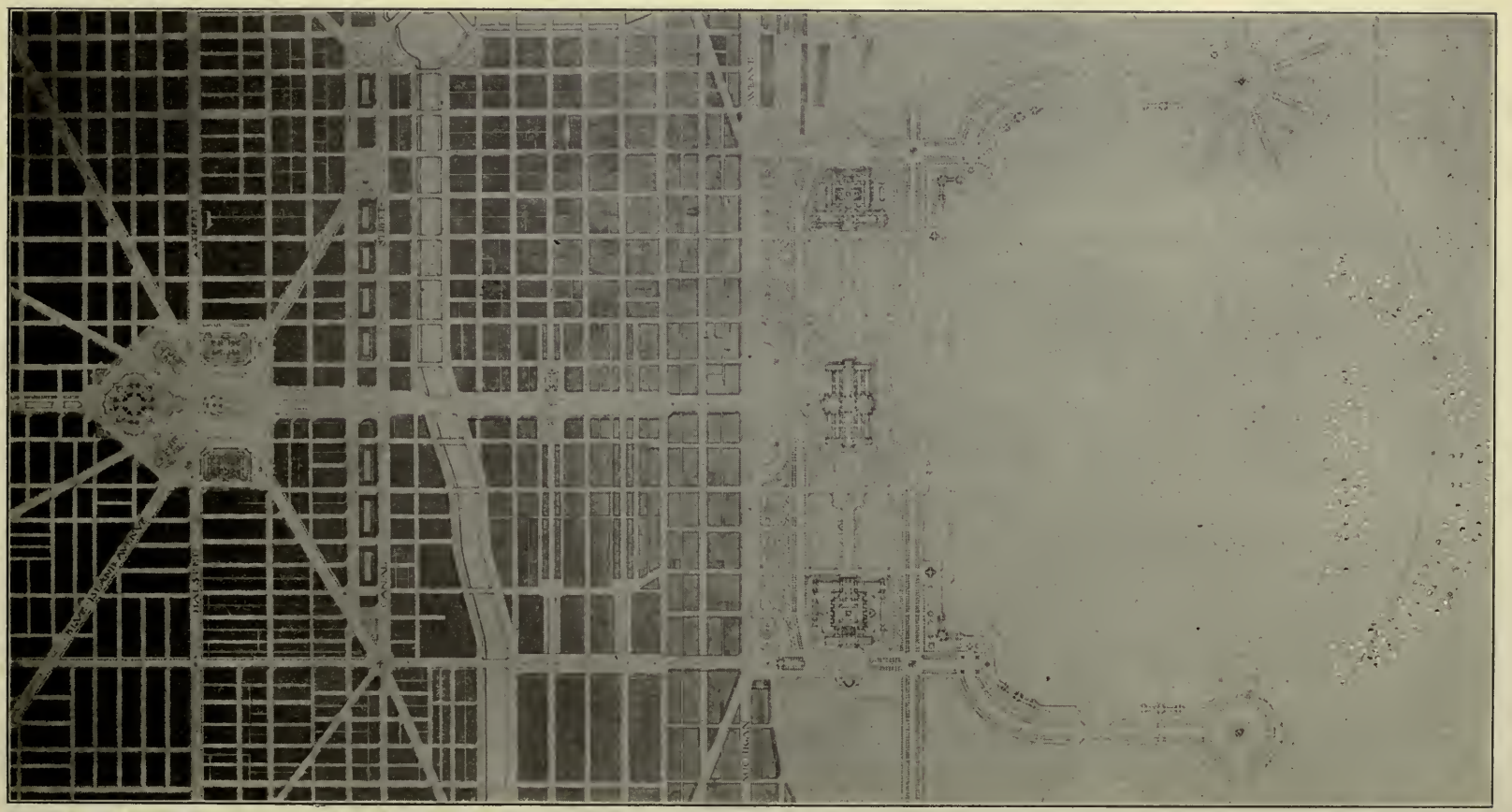
It was the World's Fair of 1893 which really opened the eyes of the citizens of Chicago to their own power and ability to achieve great things if they work together intelligently and with proper public spirit, and it was also the beautiful vistas of this same World's Fair that showed the citizens

with these plans, into one of the most attractive of cities, could she possess a greater moral asset for future generations than this example of lofty, yet practical ideals, realized through the farsighted wisdom, unfaltering courage and faith of her citizens, which made such undertakings possible?

Will not this example of civic unity and civic enterprise foster in Chicagoans a love for their birthplace, and a confidence in its possibilities and in their own power of achievement which could be aroused in no other way?

Herein lies, perhaps, the most imperishable asset created by the Plan of Chicago.

Civic Center Grant Park Yacht Harbor



THE BUSINESS CENTER OF THE CITY, WITHIN THE FIRST CIRCUIT BOULEVARD, SHOWING THE PROPOSED GRAND EAST-AND-WEST AXIS AND ITS RELATION TO GRANT PARK AND THE YACHT HARBOR; THE RAILWAY TERMINALS SCHEMES ON THE SOUTH AND WEST SIDES, AND THE CIVIC CENTER

Technical Features of the Plan of Chicago

By Charles H. Wacker and Edward H. Bennett

The first step in the work was a study of existing conditions, the general tendency or direction of the growth of the city, and the rate of increase of population. The line of growth was found to be towards the Southwest from the site of the original Fort Dearborn, at the mouth of the Chicago River, that is to say, the centers of business and of density of population had been steadily displaced in this general direction.

In working out the Plan a great network of roads was found, surrounding the city, encircling and radiating from it and connecting it with the smaller towns, and the latter with each other; in fact, these already existing, but partly disconnected roads constitute 95 per cent of the proposed system of roadways.

The roads radiating from the city to the minor towns are extensions of the diagonal streets within the city, which latter exist in great number. It is proposed to extend these diagonal thoroughfares toward the center, or heart of the city, to develop their usefulness to the utmost, and by their extension and combination with existing rectangular streets, to create circuits around the heart of the city, the two elemental principles of street circulation being those of radial and circuit arteries. As a foundation to the system of arteries schemed, it is proposed to develop two basic lines or axial thoroughfares.

In regard to the streets, the intention has been firstly, to connect in a systematic manner the heart of the city with the surrounding districts, business and residential; and the basis for this is found in the diagonal streets already mentioned, radiating from the city center; secondly, to free the center of the city from congestion. It is proposed, therefore, first of all to widen and develop existing rectangular streets, enclosing this center, and secondly, to cut diagonal streets to facilitate still more the movement of traffic.

The First Street Circulation System

The circuit of first importance for immediate relief of the congestion in the heart of the city, and one that will be typical of all others to be executed as the city's growth demands, is Michigan Avenue, Twelfth Street, Halsted Street and Chicago Avenue.

(1) *Michigan Avenue* may be called the base line of traffic of the city. A great development of this avenue is proposed.

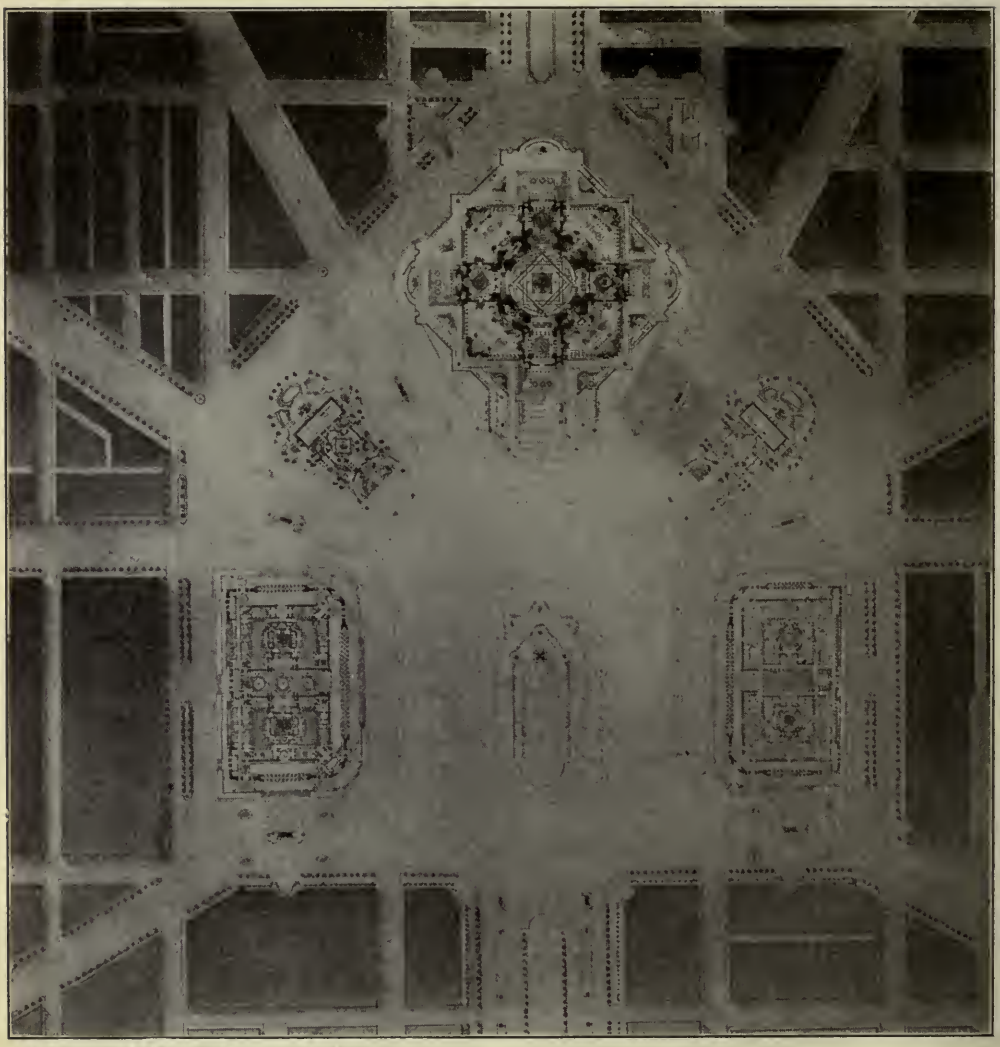
(2) *Twelfth Street* it is proposed to develop simultaneously with the Michigan Avenue extension (or North and South connecting boulevard), in order to bring the West-Side people down to the shore of Lake Michigan and to Grant Park. This artery would be supplied with surface car lines, and on it might be established substations on all the trunk railroad lines coming into the city from this direction. These substations would serve as a nucleus for the development of the great stations which it is proposed to establish, eventually, along this line.

(3) *Halsted Street.* This great business thoroughfare is so situated that its usefulness, already great, might be very much increased. It must inevitably carry an enormous traffic, and is selected as the North and South axial line of circulation.

(4) *Chicago Avenue.* This avenue, already 100 feet wide, will, if well maintained, serve for a long time the traffic which it will be made to carry. Connecting as it does with the proposed North and South Boulevard at Pine Street, it will form the fourth side of the rectangle, constituting the first circuit of improvement.

Perfecting the Park System

A great park system was found to exist, encircling the city on three sides, and along parts of the shore. This system it is proposed to extend and complete by the addition of park lands and parkways on all sides, including a complete development of the shore line, in order to provide adequately for the needs of the growing population. Numerous small parks also are proposed. While the smaller parks require to be artificially created, the larger forest areas proposed already exist and need only to be acquired and connected with the city to become at once a part of its life. On the



PLAN OF THE PROPOSED GROUP OF MUNICIPAL BUILDINGS OR CIVIC CENTER, AT THE INTERSECTION OF CONGRESS AND HALSTED STREETS

This plan indicates a possible orderly and harmonious arrangement of public buildings grouped for the purpose of administration, near the center of population. The central building is planned not only to dominate the place in front of it, but also to mark the center of the city from afar, and it is in part a monument to the spirit of civic unity

North and West they run along the banks of rivers and through lovely meadows, and on the Southwest through beautiful and hilly forest lands.

The shore of Lake Michigan is regarded as of first importance and has been studied in detail. Already the North shore is being developed, in order to secure a complete line of public occupancy of the shore in the near future. Similar steps will be taken by the South-Side, as the great need of the population of our city demands that the ownership of, and access to, the shore of the lake be restored to it.

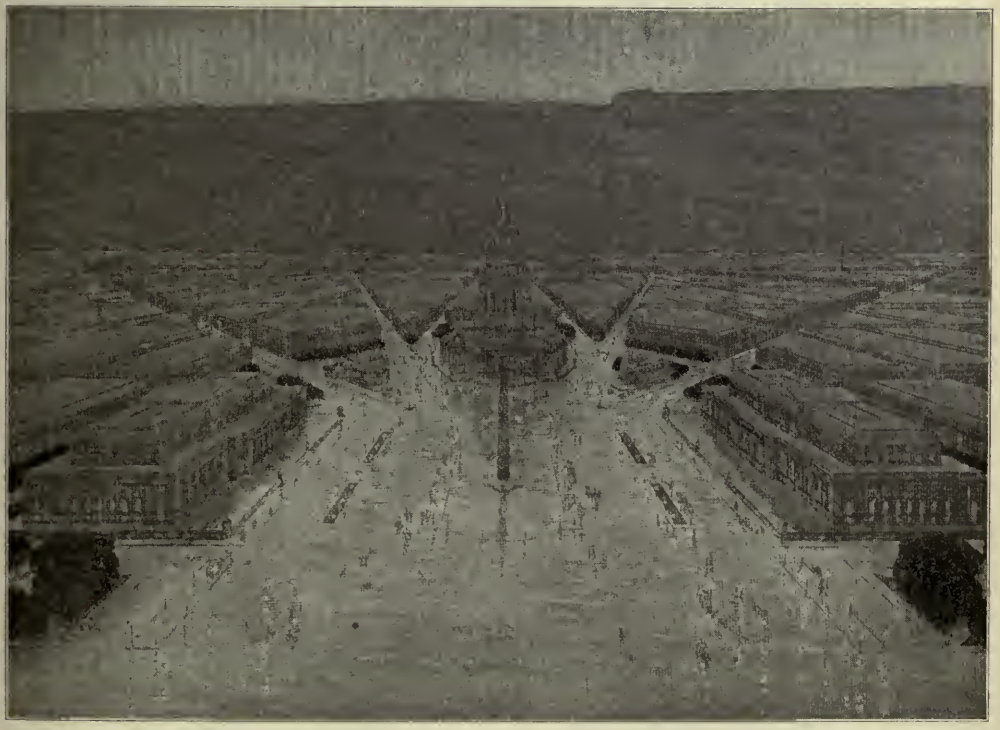
While the two great elements of city planning—streets and parks—were first considered, it was found, on approaching the centre of the city, that the great problem of transportation facilities had to be studied in connection with them. The location of existing passenger stations and freight yards, and their possible distribution, has had great influence on the study of the Plan, the aim being to develop railroads and

streets simultaneously in such a manner that they may both operate perfectly without interference one with the other. This necessitates the alignment of the stations, now irregularly placed throughout the center, and the construction of a complete subway traction system, knitting all the lines into a perfectly working whole. At the same time, it is proposed to facilitate as much as possible the removal of the freight yards from the center of the city, and to eliminate the needless and expensive rehandling of freight in the congested districts. The Plan proposes to locate great freight-clearing yards in the southwest part of the city, to be connected with the existing tunnel system under the central part of the city, and to construct a freight harbor at the mouth of the Calumet River, the whole to be connected by subway lines.

The Creation of a Civic Center

In addition to this general scheme, the Plan proposes to create a center of administrative buildings, or Civic Center, on the West side of the city, and, in conjunction therewith, to develop in particular that portion of the park system fronting on the central business district, Grant Park, which has recently been filled in along the shore of Lake Michigan.

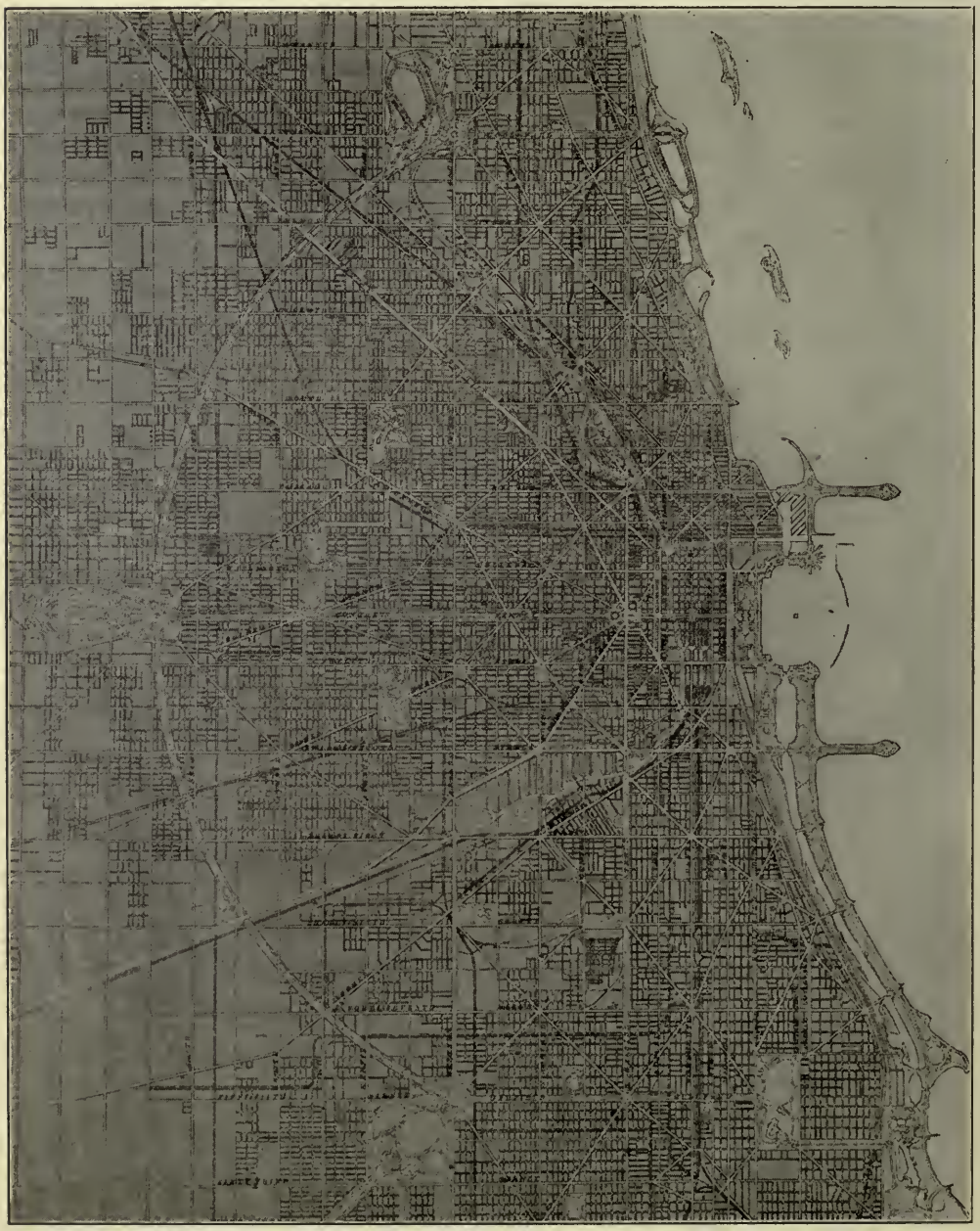
In order to create a new and splendid thoroughfare to the West-Side, connecting this part of the city with the Civic Center and Grant Park, the widening and development of Congress Street is proposed. This street already exists in a broken form, and the cost of developing it would be less than that of widening any other street so near the center. Congress Street would then become the East-and-West axial line, or the Grand Axis, on which line is also the dome of the Civic Center and Grant Park with the proposed Field Museum, for the construction of which the late Marshall Field set aside in his will $5,000,000. It is at the intersection of this axis with Halsted Street that it is proposed to create a Civic Center. Many reasons govern this choice, but the chief one is that it is in the direct line



VIEW, LOOKING WEST, OF THE PROPOSED CIVIC CENTER PLAZA AND BUILDINGS, SHOWING IT AS THE CENTER OF THE SYSTEM OF ARTERIES OF CIRCULATION AND OF THE SURROUNDING COUNTRY
Painted for the Commercial Club by Jules Guerin

of the growth of the city, and is naturally the focal point of the radial system proposed.

Grant Park has been studied with a view to making it the center of popular culture. It is proposed to place here groups of buildings which will make it a splendid formal garden, framing the view of the lake, and to develop the shore in such a way that it will become a great feature of the city's life.



PLAN OF A COMPLETE SYSTEM OF STREET CIRCULATION AND SYSTEM OF PARKS AND PLAYGROUNDS, PRESENTING THE CITY AS AN ORGANISM IN WHICH ALL THE FUNCTIONS ARE RELATED ONE TO ANOTHER

The American Civic Association

By Richard B. Watrous

In a recent magazine article descriptive of the wonderful and rapid growing movement for better living conditions in America, William Allen White mentioned the American Civic Association first in a list of national organizations leading this movement. In so doing recognition was given to an association that has been distinguished for the doing of things, and those things have been along definite, but not circumscribed, lines, for the physical benefit, the beautifying of all country life.

For it is in the solution of the physical and not the political problems of communities that the Association seeks to make its service valuable. It directs its efforts particularly to the unfolding and development of the idea beautiful in home, town, city and national life.

J. HORACE MCFARLAND
President American Civic Association

In its operations the chief aim of the American Civic Association has been to achieve results in the most direct and practical manner. To its adherence to such a system is due much of its success. It does not content itself with merely voicing certain principles, but goes out into the highways and byways to suggest improvements where needed, and to enlist the activities of men and women in their respective localities in undertaking things necessary to be done for their happiness and their health.

In its organization and in its everyday activities it has aimed to avoid cumbersome machinery. Its purpose, as stated in its constitution, is as follows:

The purpose of the Association shall be the cultivation of higher ideals of civic life and beauty in America, the promotion of city, town and neighborhood improvement, the preservation and development of landscape, and the advancement of outdoor art.

Under that carefully prepared general statement it directs a wide range of activities, and lends its support wherever opportunities are offered for useful, efficient co-operation. It has established a reputation for being quick to see opportunities, and just as quick to take advantage of them. It was this trait of the Association that prompted an appreciative editorial comment in the San Francisco *Star* under the heading "An Association that is Different" from which I quote:

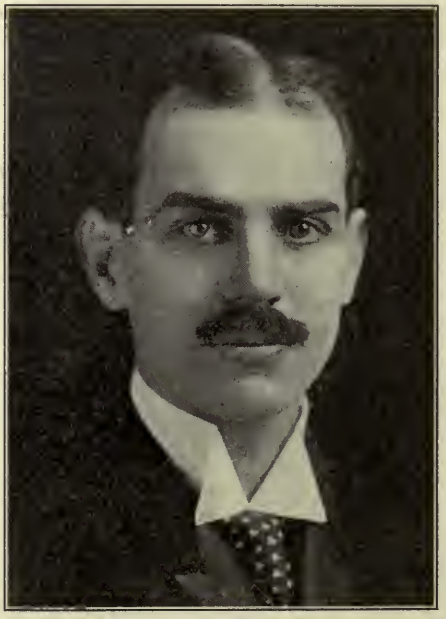
The American Civic Association has, we think, an unfortunate name, and yet we are scarcely prepared to suggest a better. It promises in popular fancy an interminable procession of speeches that prove to be a very slight improvement on sermons. Yet this Association is different. Its aims are executive rather than parliamentary. It is not at all the customary mutual admiration society with a "civic" label that exists chiefly to give members opportunity to listen to each other's speeches, on the tacit understanding that a like toleration will be extended to all in turn. This is a sort of endurance contest, prompted by a dollar dinner. They never get anywhere or anything but indigestion. This new Association differs from the common or hedge row civics in that it does not run by wind, but piles right in to get results.

A Truly National Organization

The American Civic Association owes its existence to a national demand for a great central organization that should represent a movement of nation-wide proportions. The field of civic improvement gave rise to the organization, in fact made it a necessity, first as a clearing house of information in

a great variety of improvement subjects, and second, as the fountain of inspiration for the extension of civic improvements in localities not already alive to their importance. It would be difficult to say when first thought was given to the beautifying of home surroundings. It is probably safe to say that no such thought was necessary on the part of the inhabitants of the Garden of Eden. That spot was, for a few short days, the one ideal community. The Supreme Architect of the Universe has made every provision for it, but deterioration set in with its creation and since then in every age, every nation, every clime there have opened opportunities for the application of individual and concerted action for the restoration of the beautiful.

Organized effort for the systematic making of a beautiful America did not manifest itself within comparatively recent years. Prior to 1904 there had been various short-lived state associations, a few interstate societies and two national organizations, working with the same general objects in view. But at St. Louis, in 1904, the year of the great exposition, a merger of the two national organizations brought forth the American Civic Association which, since that time, has carried on with increasing success and popular support the greatly needed work for a "More Beautiful Amercia;" and since that time it has been recognized as the one great national agency for the furtherance of that work. With its purpose as stated in its constitution clearly before it, it has constantly widened the circle of its usefulness until recently they were grouped under fifteen general departments, each department headed by an expert in his or her particular specialty.



RICHARD B. WATROUS
Secretary American Civic Association

Work That Needs Doing

In classifying its varied activities, the Association announces that it aims "to make American living conditions clean, healthful, attractive; to extend the making of public parks; to promote the opening of gardens and playgrounds for children and recreation centers for adults; to abate public nuisances—including objectionable signs, unnecessary poles and wires, unpleasant and wasteful smoking factory chimneys; to make the buildings and the surroundings of railway stations and factories attractive; to extend the practical influence of schools; to protect existing trees and to encourage intelligent tree planting; to preserve great scenic wonders (such as Niagara Falls and the White Mountains) from commercial spoliation."

So vigorously has it pursued these activities that it has seen some of them develop to such proportions that they were ready to swing off from the parent circle into spheres of their own. Such was the case with the playground movement, which for years was fostered most energetically by the American Civic Association until it grew into an independent organization known as the National Playground Association and which is now an agency of splendid achievements in its one specialized function.

Its Publications Are Authoritative

How does the American Civic Association make its value felt to individuals and societies? Largely through the publications its has issued and given wide distribution. These pamphlets have been prepared only after most painstaking care and investigation, by committees composed of men and women who have been recognized as authorities on the various subjects assigned

to them. The result has been that the published results of their investigations have been adopted as actual text-books for systematic and efficient work by those individuals and societies coming into possession of them. The leading libraries of America recognize them as authoritative and subscribe regularly to the Association in order to receive each new pamphlet as it is published. A list of these distinctive publications includes "Arts and Crafts" by Mrs. M. F. Johnston; "Billboards" by Clinton Rogers Woodruff; "Civic Association and the Press" by Frank Chapin Bray; "House Beautiful and Its Relation to the City Beautiful" by Andrew Wright Crawford; "Mosquitoes and How to Abate Them" by Frederick Law Olmsted and Henry Clay Weeks; "Play and Playgrounds" by Joseph Lee; "Public Comfort Stations" by Frederick L. Ford; "Railroad Improvements" by Mrs. A. E. McCrea, Andrew Wright Crawford and C. L. Ackiss; "Removal of Overhead Wires" by Frederick L. Ford; "School Gardens and Their Relation to Other School Work" by W. A. Baldwin; "Smoke Nuisance" by Harlan P. Kelsey and Frederick Law Olmsted; "Suggestions for Beautifying Home, Village and Roadway" by Warren H. Manning.

WILLIAM B. HOWLAND
Treasurer American Civic Association

Bulletins are issued on particular subjects, often being reprints of papers read at the annual conventions of the Association. The annual convention of the American Civic Association, it should be said, differs from the ordinary convention. It is not an assemblage for talk alone, but a coming together of enthusiastic experts in various phases of civic improvement for conference and report. There is no wasting of time on small things. The papers read recite specific achievements, and point the way for further definite civic endeavor. In November, 1907, a memorable civic advance was obtained in a joint session of the American Civic Association and the National Municipal League. At Pittsburgh last fall, another joint convention was held. It was partcularly fruitful in the fact that the Pittsburgh Survey, under the auspices of the Russell Sage Foundation, was given its initial report and exhibition at the opening session. The benefits of that convention to Pittsburgh alone more than warranted all the care, expense and thought expended on it. Pittsburgh had its eyes opened to its shortcomings, and with true Pittsburgh zeal has set itself manfully to correct the evil conditions shown to exist there. The Pittsburgh Civic Commission is an outgrowth of the convention, and is composed of many of the most prominent men of the city who will see to it that Pittsburgh makes ample provision for the health and happiness of its men, women and children.

The Campaign Against Nuisances

In the pursuit of the beautiful more has been required than merely taking advantage of the bounty of nature for the creation of parks, boulevards, and attractive water fronts, the growing of trees and providing profitable recreation for children in the making of children's gardens. Natural beauty has been despoiled by man, notably in the exploitation of commodities and luxuries by the use of billboards. Wherever there has been beauty to attract man, there the billboard has reared its hideous form to detract from its enjoyment. The American Civic Association met a hearty response from all parts of the country when it made as a part of its campaign for a "More Beautiful America" the

abatement of the billboard nuisance. That campaign has been waged for several years, to the alarm of the outdoor advertiser. Results have been accomplished and the prospects for a more complete curtailment of such advertising were never brighter than at the present time. The city of Washington, through its Commission, acting under a federal law, is ridding that city of billboards and setting a notable example to the nation at large by so doing. From the Atlantic to the Pacific cities, large and small, are agitating the subject, and restrictions are being placed on the further defacement of public and private properties that augur well for the coming of a day when billboards will be as noticeable for their absence as they have been for several years past for their conspicuous omnipresence. The bulletin of the Association, entitled the "Billboard Nuisance" has been the means of arousing a united and intelligent effort for their abatement.

Almost as persistent a campaign has been waged against the smoke nuisance, although this effort has involved the careful investigation of preventive measures which, while they would lessen the flow of black smoke from factories and locomotives, would not entail financial hardship on manufacturers or railroads, but would on the contrary secure greater efficiency with less waste. The bulletin published a year ago by the Association has been received with appreciation for the practical suggestions it offers for the abatement of the smoke nuisance.

Coöperation with the National Government

Conservation of our natural resources, now so prominently before the American people as one of the greatest of problems for national consideraton, was another subject for very general discussion at the Pittsburgh convention. The American Civic Association had been quick to respond to the call of Mr. Roosevelt for a conservation conference in 1908. Its officers had participated in that epoch-making gathering, and the machinery of the Association had promptly been set in motion to put into immediate effect the conclusions reached by it. Conservation will continue to be one of the most important subjects for consideration and for positive work by the American Civic Association. One of its most important committees is that on Conservation, and its report at the next convention will be the theme about which will be directed the special energies of the Association next year. No less an exponent of conservation than Gifford Pinchot, Chief of the Forest Service, has expressed his appreciation of the effective assistance given by the American Civic Association to conservation in its demonstrated ability to bring together great numbers of individuals, organizations and societies into an effective and harmonious campaign for results.

Another subject that has enlisted the hearty support of the Association relates to the improvement of rural living conditions—hardly within the true meaning of civics, but withal kindred to it. A newly created Committee on Rural Improvements is planning a definite policy for extensive and practical work that shall give to the real tiller of the soil many of the benefits that have accrued to urban and suburban communities as a result of beautifying activities.

With such subjects and such achievements it is no wonder that interest in local improvements has spread with great rapidity, and that where a few years ago the active workers were numbered by the hundreds now they are legion. New civic improvement leagues are of daily report, and many organizations of long standing that had hitherto devoted their attention to other subjects are now, as a result of the inspiration of the American Civic Association, turning their active attention to municipal and civic betterment along physical lines. This has been true especially of the thousands of women's clubs, affiliated with the National Federation of Women's Clubs, many of which have created civic committees and which are working unitedly, under the direction of a general federation committee on civics.

Women's Clubs Especially Helpful

To the enthusiasm, the untiring efforts and the practical suggestions of women, as individuals and in clubs, must be credited much of the splendid headway attained by the general improvement propaganda. They have been leaders in organized effort and have enlisted the sympathy and actual cooperation of men and associations of men in their laudable undertakings. Hundreds of cities that have distinguished themselves for notable achievements can point to some society or several societies of wo-

men that have been the first inspiration to do things. Hundreds of these women's clubs are affiliated members of the American Civic Association, so that its influence is made powerful by having back of it the moral support of hundreds of thousands of men and women. Commercial organizations are beginning now, as never before, to recognize that it is just as much within their province to assist and to originate improvement work as it is to promote the industrial growth and power of the communities they represent. Thus it is that the most active of these organizations in all parts of the United States are identifying themselves with the American Civic Association and appointing committees on such special improvements as parks, streets, illumination, nuisances—the billboard and smoke—and lending material assistance to those committees in carrying out various plans for the physical development and upbuilding of their cities. These business organizations are realizing that in their effort to induce the investment of capital and labor with them, they must be in a position to offer superior advantages, such as are afforded by ample park areas, broad clean streets, intelligently planted and carefully kept trees, pure water and sanitary housing conditions.

With all such admirable enterprises the American Civic Association is most intimately connected. It strives to arouse communities, large and small, to the necessity of such work and assists them in it, whether it be merely an awakening to the desirability of maintaining clean back yards, or undertaking a comprehensive development along plans laid down by landscape architects, involving large bond issues and the rebuilding of cities according to the latest and most approved methods of city planning.

The annual convention of the American Civic Association to be held at Cincinnati, November 15 to 18, in conjunction with the National Municipal League, promises to be a great meeting for civic uplift. The programme as being arranged ensures the presence of distinguished men and women in the various fields of activity for which the Association stands.

"Conservation" is to be in many respects the key note of the several sessions, and prominent among the speakers on that subject will be Dr. Charles W. Eliot, president emeritus of Harvard University. J. Horace McFarland, president of the American Civic Association, has given "The Intimate Relation of Conservation" as the title of his annual address.

An entire day will be devoted to sessions on city planning, with leading experts present to participate in the discussions, including, it is expected, Frederick L. Olmsted, John Nolen, George E. Kessler, Harold A. Caparn, Warren H. Manning, Dr. John Quincy Adams, and others. The session devoted to nuisances will be an important one with reports on the latest successful attempts at the abatement of the billboard, smoke, noise and other nuisances.

Another important session will be that devoted to national and state parks and reservations. The development of state parks is one of the latest extensions of the park idea, and is being given a great impetus in several states, notably Wisconsin and New York. A special session will be devoted to art and civic improvement. Other sessions will provide for ample discussion of trees, streets, playgrounds, children's gardens and other departmental activities of the American Civic Association.

The sessions of both associations are to be held at the Hotel Sinton, and Cincinnati committees are busily at work making every preparation for a completely successful meeting in all respects.

A City and a Manufacturing Company in a Playground Partnership

By W. N. Kimball

Superintendent of the Manville Company

The children's playground idea for Woonsocket, R. I., originated with Mr. H. F. Lippitt, General Manager of the Manville Company.

The section of the city in which our mills are located was not provided with a suitable place of recreation for children, and in consequence the streets provided a large part of their entertainment. Not only was this a source of danger, on account of street cars and vehicles, but the children caused more or less annoyance.

The most available place that would accommodate the crowded section was part of our mill yard, directly in front of the weave shed, and located on one of the principal city streets.

We realized from the first that a playground could not be managed successfully without a caretaker, and with this in mind, we submitted a proposition to the city government, that we would furnish a location, and provide necessary apparatus, provided the city would supply a caretaker. This was readily agreed to, and a committee was appointed to serve with me in the selection of a suitable man.

As soon as the ground was ready we installed giant strides, tip ladders, horizontal bars, large swings, baby swings, seesaws, sand boxes, seats, toilet rooms and a summer house.

The children showed great enthusiasm from the start, and came in large numbers from various sections of the city. The number on the grounds will range from fifty to three hundred; at times as high as five hundred.

SAFE FUN FOR THE BABIES

The giant strides and swings are occupied from morning until night.

The total cost of the whole equipment was $900.

The children are not the only ones to show appreciation of what has been done for them, for parents and older people speak in complimentary terms of the undertaking.

[NOTE.—As Mr. Kimball evidently felt some diffidence in going into the full details of an undertaking which he was

THE OLD-FASHIONED SEE-SAW IS STILL POPULAR

A MOMENT'S PAUSE FOR THE PHOTOGRAPHER

mainly responsible for carrying through successfully, the following supplementary paragraphs are reprinted from an editorial in the Woonsocket *Call*.—EDITOR.]

"Two large sand pits have been made on the grounds, over which coverings will be erected to keep out the rays of the sun and the rain. These have proven at this early time a great favorite with the small children; and if the demand for them cannot be supplied with the two present ones, additional ones will be built. Even now with the many children gathered on the grounds, shady place for those who desire to rest, and adds much to the pleasant appearance of the grounds. One on the same plan, only smaller, has been erected as a shelter for the caretaker, Louis Baron. Everything is being done for the comfort and safety of the children. Well-appointed toilet rooms have been installed over the trench running from the mill, which will, under all conditions, be sanitary. Long rows of seats have been built under the trees, where the children may sit and rest while they are waiting for their turns at the different

IN MOTION ALL DAY LONG

totaling at times 300, the place at times appears congested, though the grounds are of large proportions. Superintendent W. N. Kimball stated yesterday that if the present quarters prove to be not large enough to entertain all who wish to avail themselves of the new playgrounds the space will be doubled, and paraphernalia in proportion will be installed on the large lots adjoining the present one.

"A circular summer-house, which will have seats with comfortable backs, is almost completed. This will be an ideal pieces of apparatus. Swinging ladders will be installed immediately, and these will give accommodations for a large number of children. Teeter swings have been purchased and will be delivered in a few days.

"The children begin to flock to the playground before the sun has had a chance to make a good showing over the horizon and there is a constantly shifting crowd until long after the hour of the curfew has been reached. They continue to play and apparently enjoy themselves to the utmost at all times."

The Conning-Tower

Arthur H. Grant, Editor

Going to Work the Right Way

The members of the Woman's Political Study Club of Bayonne, N. J., do not consider it necessary to delay taking an active part in city affairs until they are admitted to the suffrage. After considering the commission form of city government at their October meeting they sent documents bearing on the subject to each of the candidates for mayor, and requested them to answer the following questions: Are you in favor of a new charter for Bayonne? Do you approve of the government by commission plan? Will you, if elected, appoint a charter commission and use your influence to have it report at an early date? That is fine! It makes no difference whether one believes in commission city government or not; the fact of importance is that a group of women take enough intelligent interest in the welfare of their city to study the defects of its present charter, to ascertain how other cities have attempted to overcome such defects, and to try to make the removal of these defects an issue in the next city election. The future of Bayonne as a *city* depends upon the growth among its citizens of such an interest in its civic life. It may, and doubtless will, continue to grow as a manufacturing center and as a place of residence for New York business men. But factories and houses do not make a city; nor do the people who live and work in them. Without civic consciousness and civic conscience they are only an aggregation of individuals who happen to reside within certain circumscribed limits. A city, in any true sense, begins to exist only when its inhabitants unite to make it a *desirable* place in which to live and work. Then it gains character and individuality, and ceases to be merely a geographical accident.

Big Cities and Great Cities

It is no special credit to the inhabitants of New York, Chicago, Philadelphia and St. Louis that they are our largest cities,—any more than it is to the credit of a country crossroads that a store and smithy are located there. Our big cities are at the crossroads of the world's commerce. Their growth is a corolary of that fact, and only to a slight extent can it be accelerated by the business energy of their inhabitants. We Americans have been victims of megalomania. For the moment we forgot that cobblestones are not sold by the carat. It is quality that counts—not mere quantity. Given his choice of cities to reside in, only a fool would be guided solely by the census returns. As we come to believe that we shall cease boasting of the bigness of our cities, and speak reverently of their greatness,—their architectural beauty, their healthfulness, the opportunities they afford for intellectual and esthetic development and for wholesome enjoyment, the economy and efficiency with which their affairs are managed, the low percentage of crime, the absence of vicious resorts, and—real root of all the others—the civic alertness and zeal of the citizens. A city can be great without being big, and if one-half of the energy expended by chambers of commerce and boards of trade in "booming" their cities were devoted to bettering them the results would be more satisfactory, even from a business standpoint. There are already a number of relatively or actually small American cities to which people of means are moving by choice because they are *desirable* places to live in, or in which to bring up children. Civic virtue is becoming an asset that the shrewd business man will not long overlook. On the other hand bigness is not necessarily a detriment to a city from other than business considerations; only the larger the city the greater are its civic problems of all sorts. That this is being realized is shown by the way in which the Commercial Club of Chicago has recognized its larger civic responsibilities, and has placed at the disposal of the city a plan for its improvement that for definiteness, thoroughness and consistency is worthy at once of the great metropolis of the lakes and of the men who have in their busi-

ness careers proved their ability both to plan and to execute. When such men assume to the full their civic duties the time will soon come when we shall have reason to be proud of the greatness of our cities.

The Boston Finance Commissions

Boston is another city whose business men have awakened to a new sense of their civic responsibilties. The manner of their awakening was not pleasant. The debt of the city was increasing by leaps and bounds, apparently out of all proportion to the improvements for which it was incurred. At the instance of some of its citizens the state legislature authorized the appointment, by the Mayor of Boston, of a Finance Commission of seven with plenary powers of investigation. Men of unquestioned probity and ability were appointed for this service, and for fourteen months exercised their powers not merely to expose graft and incompetence, but to indicate the business methods by which some of the loss might be prevented. Elsewhere in this issue are given some of the results of this investigation. The more permanent results, however, were the drafting of a new city charter; the appointment of a second Finance Commission for constructive work along the lines of need shown by the report of the first Commission; and, finally, the "Boston 1915" movement.

"The Finest City in the World"

That is what this new movement aims to make Boston by 1915. In order to achieve that result more than forty trade and business organizations have federated themselves into a central body known as the Boston Chamber of Commerce. The plan outlined by this body includes a thorough study of the city and its needs, including finance, official efficiency, health, business enterprise, public education, transportation, street and park systems, neighborhood centers, libraries, public lectures and music, art exhibitions, and a pension plan. These subjects are to be taken up in a defined order so that the improvements contemplated may become effective one after another in the successive years ending 1915. In order to popularize this movement, and to acquaint the general body of citizens with the progress that has been made and with the plans for the immediate future, those who have it in charge have arranged for an exhibition during the first three weeks of November, an account of which will appear in our next issue.

Civic Indifference and Civic Pride

The condition in which Boston found herself, and in which many of our cities are still unconsciously sunk, results primarily from the indifference of the great body of citizens to their mutual civic interests. Absorbed in business, in society, in the pursuit of learning or of pleasure, or even in religion, we are prone to neglect the duties of citizenship, while expecting to enjoy its privileges. Going to the polls once a year, or once in two or four years, to decide whether the new city administration shall be "Republican" or "Democratic"—names which of themselves represent no civic policy—can no longer be regarded as an adequate fulfillment of the duties of a citizen. In every city there are at least a few men who are alert to profit by such apathy—not necessarily bad men, for their worst offense may be the securing of their own election or appointment to public positions for which they are not fitted. Their selfish alertness must be matched and thwarted by the unselfish alertness of men and women who love their cities too well to allow them to be mismanaged and misdirected, either wantonly or through mere incapacity to realize their possibilities of beauty, health, cleanliness and comfort. Civic pride is giving birth to civic patriotism, not only in Boston and Chicago, but in almost every American city, large and small. We have stood apart in civic indifference, and have reaped the results of our neglect. Now by the tens of thousands we are uniting in a common purpose—to make our cities the finest in the world.

How Public Gymnasiums and Baths Help to Make Good Citizens

By Everett B. Mero,
Formerly Editor of "American Gymnasia"

When a city establishes a public gymnasium and maintains it with modern efficiency, it is taking one of the especially desirable progressive steps for the good of its citizens, and for the protection of its future welfare.

The American and European cities in which this idea is practically illustrated by the city and another is soon to be opened. These are known officially as "gymnasiums" and are that primarily, with baths attached as a necessary part of the equipment for making healthy boys and girls, men and women. There are also six gymnasiums in public school buildings for the use of pupils. The baths in two schools

SOUTH BOSTON GYMNASIUMS AND BATHS—THE FIRST BUILT BY THE CITY OF BOSTON (1899) AND ONE OF THE FIRST IN THIS COUNTRY

and the excellent results that are being shown year by year is ample proof that municipal gymnasiums are worthy parts of a city's machinery for public benefit. This is especially true when the advantages of associated public baths are considered.

Sometimes a municipal gymnasium is conducted as an independent factor, as in Boston; sometimes it is one feature of a recreation center, as in Chicago; a public bath may have a gymnasium annex or the reverse; but every modern establishment includes free shower or rain baths, if not a swimming pool or plunge bath also, for its patrons.

Boston the Pioneer

In Boston, where appeared the first city establishment solely for physical training by up-to-date systematic methods, in 1897, there are now seven gymnasiums conducted are conducted the year round for the general use of residents of the neighborhoods. The first baths in an American public school building were installed in Boston, in 1889. There are also six outdoor gymnasiums with good equipment but in most cases the essential supervision or instruction is lacking.

New public bath buildings now being planned in New York City include the gymnasium feature. The first public bath house in this country was in that city, in 1852. New York has numerous public school gymnasiums in which systematic work is conducted; and this is true of practically all cities in America. School gymnasiums are not directly within the scope of this article but reference to them is of interest.

In Chicago, where the whole grand scheme for providing public recreation,

CABOT STREET BATH HOUSE AND GYMNASIUM
One of the latest additions to the system in Boston. Will accommodate 1500 persons a day Swimming pool on ground floor; shower baths on floor above; gymnasium on top floor

health instruction and physical exercise has been worked out on a model basis, gymnasiums are prominent parts of the dozen South Parks recreation centers and are being included in similar institutions in other sections of the city. Here are to be found a combination of several desirable features that permit of year round activities for all ages, both sexes and all conditions of humanity. There are playgrounds for little children, other playgrounds for older children, athletic fields for young men and for young women, outdoor wading pools and swimming tanks, open air gymnasiums with full equipment of apparatus, and indoor gymnasiums adequately equipped and intelligently supervised for all.

Sound Minds In Sound Bodies

These features are for the physical side of those who use the centers; that is, for the physical side primarily; but for the whole person quite as much. It is not possible to treat the physical self without influencing the moral, the social, and all the other faculties. A man in good physical condition—in efficient health—will think straight and live straight most of the time, at least. A boy given means for necessary muscular exercise and play will be little inclined to adopt questionable substitutes for these essential factors in the process of development into a worthy inhabitant of a republic. Interesting experiments in Rochester, N. Y., have lately brought new proof of these facts.

If physical work be conducted with proper spirit and an adequate comprehension of its possible benefits, the influence of gymnasium activities will show itself plainly in the lives of individuals who use the accommodations provided. This is one good reason why it is worth while to have such institutions.

An extract from private directions given to instructors of the South Parks gymnasiums in Chicago will indicate something of the spirit that underlies this form of public welfare work in that city and in other cities where such provision has been made:

"Whether we wish it or not, the gymnasium and the athletic field are schools of character, but the kind of character formed in these schools will depend in great measure upon the instructor in charge. On the athletic field, and in the practice of games in the gymnasium, the instructor should praise every tendency of a boy or girl to

sacrifice himself or herself for the good of the team. Show them that this is the only way to succeed—by unity of action. If you can develop this spirit you have laid the foundation of coöperation, politeness and good morals. You have taught the fundamental lesson of thoughtfulness for others. Keep in mind that we are public servants, employed to serve the public as experts in all that our profession implies, and that we are engaged in a work which, if properly conducted, is perhaps better calculated to raise the standard of good citizenship than any other single agency in the hands of public servants.

"It is of the greatest importance that all work be undertaken in the light of the objects sought, as follows:

"First, to take children from the streets and alleys and give them a better environment and safer place in which to play. This will relieve the parents of care and anxiety—as well as truck drivers, street car men, policemen and others who are involved in the care of children.

"Second, to encourage working boys and girls and adults to spend their idle hours in a wholesome environment and away from questionable amusements.

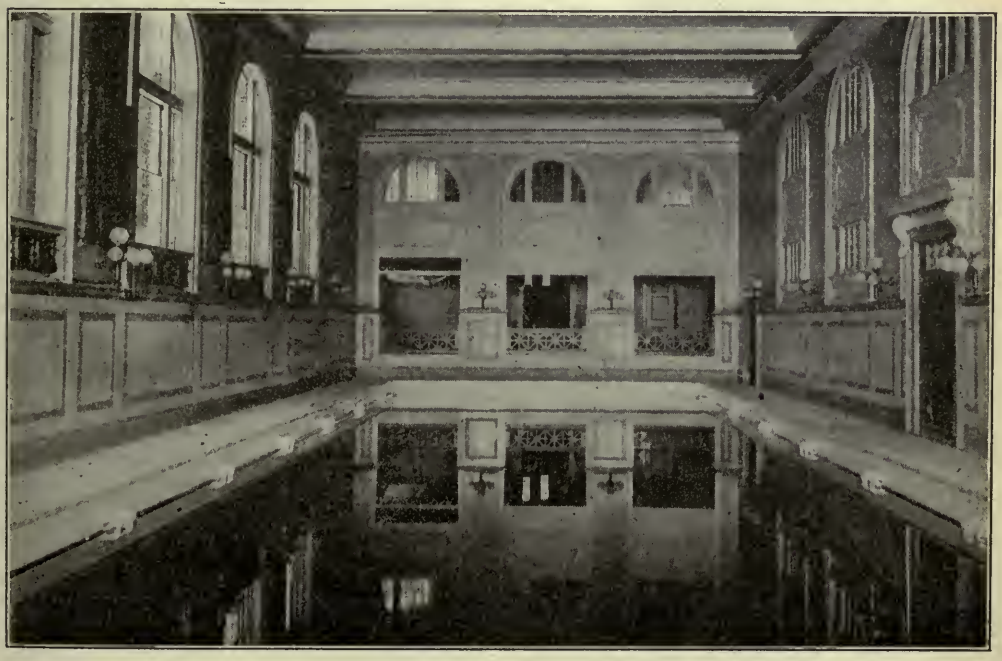
"Third, to encourage both children and adults to give attention to personal hygiene—exercise and bathing chiefly.

"Fourth, to furnish wholesome amusement for adults and others who do not participate in the activities of the gymnasium, athletic and play fields.

"Plan your work, then, and carry it forward with the well-defined idea that you are striving, first, to attract both children and adults to your gymnasium, play and athletic fields; second, that after you get them there you must interest and hold them until the habit of frequenting your gymnasium is established; third, that you do all you can by means of your gymnasium program, athletics, plays and games, to 'set up' the frame, encourage bathing, teach skill, courage and a wholesome respect for the rights of others."

Economy in Concentration

When the ideal is reached it is probable that the plan adopted in all cities will agree in the main with that in operation on a large scale in Chicago, and either equalled or aimed at in isolated instances in other cities. That is, there will be means for physical welfare of the people, both grown-ups and children, grouped in conveniently located centers that are under one management. In most cities today there is very little coördination in what is being done along these lines, Playgrounds are conducted by one organization or one city department, gymnasiums are in charge of an-



SEVENTY-FIVE FOOT SWIMMING POOL IN CABOT STREET BATH HOUSE

The Bath Department, in whose charge are the indoor gymnasiums and baths of Boston, reports, after experience, that it will not hereafter approve swimming pools in combination with gymnasiums

other department, baths may be in the hands of still a third organization; and more than as likely as not school physical training and athletics are set apart to form another division or perhaps two divisions.

All these factors ought to be run in a business-like manner, as the popular phrase of today puts it. Common sense is needed in this as in other parts of the municipal machinery of most American cities. Centralized administration is decent economy of money, efforts and results. There is no common sense in having four or five sets of people stepping on one another's sensitive toes while they all try to get one job done.

Some cities have authorities who see the facts plainly enough but are not able to get by the system of so many years intrenchment to alter it.

All forms of physical activity belong together and ought to be planned for together, not one at a time, haphazard fashion. Making right plans does not demand their immediate execution but it does promise decent and orderly creation and development. No one who has become acquainted with the modern trend of city planning movements will need to have this point pressed.

There are at least 30 free public indoor gymnasiums conducted by American cities, apart from playgrounds or recreation centers in which gymnasiums are often prominent and useful adjuncts, and apart from other provision for the same benefits, such as school gymnasiums used by pupils as part of the educational work. This enumeration includes, however, the dozen South Parks recreation centers of Chicago, counting each center as one, although there are two outdoor and two indoor gymnasiums in each center. Reckoning these separately we would have nearly 80 gymnasiums to record.

An Antidote to Citification

Why do we need gymnasiums, and why is it a function of the government to provide them if they are needed?

Treating these questions only from the physical standpoint the answer is plain enough.

Intelligent provision of means for maintaining and improving the physical condition of every human being is a fundamental need. Once this need was safeguarded by natural conditions of living. Today suitable provision for maintaining the physical condition at the standard of true efficiency is found scarcely anywhere in American cities or towns except where it has been artificially created within thirty years.

This made-to-order method is necessary on account of today's mode of living. Artificial surroundings day and night call for similar antidotes. "Our short cuts to what we hope will be success in material things are also short cuts to physical deterioration; and to moral and mental non-training as well."

What little has been done, and the much that is being planned, to restore certain necessary physical activities and interests into our abnormal lives, and especially into the lives of children for the next generations, is but one phase of the work going on in many ways and through many agencies to bring back a more normal mode of everyday existence. Those who are promoting such efforts aim to make life more worth living under the conditions that exist, and that are likely to exist in the immediate future.

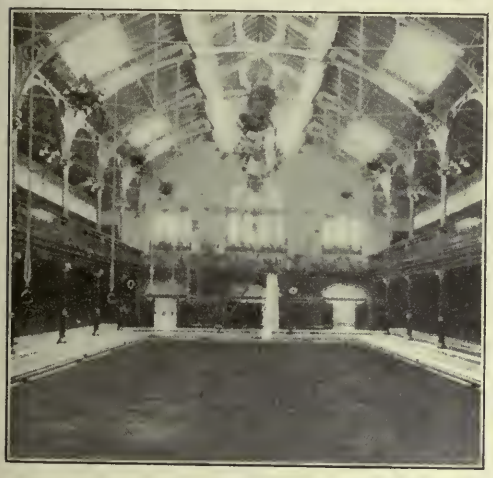
"Physical welfare is not divorced from general welfare; the physical is not the whole; it is one part, but a part so important that its neglect is a crime, even if not always so recognized."

The people, from the public treasuries, provide mental education for children; they should provide motor education quite as freely and universally. "Muscular knowledge was fundamental in the race, and it is the basis of all true learning in the individual."

Proper motor education gives to every individual boy and girl (and to every man and woman) ample opportunity for muscular exercise by systematic methods, for recreation through games and play, and for true development of "health as well as the physical, social and moral well-being."

To enable the desirable work to be practically carried on several methods have been found suitable. First among the artificial modes of physical activity is gymnastics, which came by importation to Germany and other European countries from Greece and Rome, and thence to America. In this country there have been characteristic changes and in some respect improvements. The freer life and thought here has made for a freer mode of exercise—in athletics

and in games. But the more systematic methods of rational gymnastics for recreative and for hygienic purposes still survive, and are likely to have new power as they are fitted into modern needs. This is being accomplished in the progressive



SWIMMING POOL IN THE CARNEGIE-DUNFERMLINE TRUST BATHS

gymnasiums of the country, public and private. Scientifically based physical training is a valuable and popular feature of recreation centers and playgrounds in most cities.

It is physical welfare as a whole, with play, games, athletics, gymnastics, aquatics, personal hygiene or right ways of living, and all the rest, duly coördinated, that best meets the needs of American youth. The colleges are finding this out. Educational institutions of all grades are taking steps to put their athletic efforts into tune with the true principles instead of specializing unduly on one item. Municipalities are proving its truth wherever they make the trial.

"A city that does not provide suitable places for its citizens and coming citizens to care for their physical selves will be called upon to provide additional police stations, jails and hospitals.

"Prevention is very much cheaper than cure, both for the patient and the doctor.

"There is just as much reason for a city not providing schools for its children as for not providing means for physical training and recreation—and no more. A properly conducted playground, a properly conducted gymnasium, indoors or outdoors, is a general education center; a center for moral and ethical training; a place to teach the art of living without depending on 'graft' or 'pull,' a feat that seems almost impossible to too many of the next generation of men now growing up in crowded centers of population."—*American Playgrounds.*

Building Good Citizens

"An insurance policy of good citizenship," is the title applied to modern playgrounds. It is equally applicable to properly conducted gymnasiums and baths.

We hear considerable nowadays about playgrounds, and often the idea gets fixed in some minds that playgrounds for the children in summer will solve all the problems of making a higher type of citizenship, better behaved boys and girls, and will make further efforts unnecessary.

The playground movement is perhaps the most important effort that has been started in recent years for the benefit of citizenship —so far as it goes. And it goes quite far enough to justify almost all that is said and

CARNEGIE-DUNFERMLINE TRUST BATHS AND GYMNASIUM

Located in Dunfermline, Scotland, endowed by Andrew Carnegie, 1903, with an annual income of $100,000. Cost $180,000. Opened 1905. Is both a gymnasium and baths for the free use of inhabitants of the town, and a normal school of physical training for developing instructors for other gymnasiums and recreation centers. From this central plant the trustees establish branches in various adjoining centers, with baths, libraries, means for recreation, and instruction in methods of right living for good health.

A MEDICINE BALL GAME FOR GIRLS

done in its name. But a playground in the open air does not completely cover the ground; usually it has a minimum or minus effect during the winter months. So it is necessary to move the playground into a building, supplement its activities, and keep it going all the time that out of doors is forbidden by the climate. Doing this is proper municipal economy, good business and common sense.

There are excellent illustrations of ways to bring about adequate provision for physical welfare in what has been accomplished in Brookline, Mass., "the richest town in America;" in Chicago, "the metropolis of the West;" and in Los Angeles, "the queen city of the Pacific."

The Chicago results to date were made possible by exceptionally favorable circumstances, with ample funds (some $15,000,000), a high ideal and a willingness to back it up, efficient public officials to plan, competent supervision, and an appreciative public to use the facilities offered. Perhaps no other American city can duplicate all this, in just the same way, although most officers of large cities who have looked at the plants in operation would like to do so. But it is possible and perfectly feasible to map out so much of the idea as can be used, modifying or altering the whole plan to match local needs and capacities, and then go ahead with the first steps of creation. A start can be made in the right direction with moderate expense.

As this article is being written comes word of a visit to Chicago by the Philadelphia municipal commission that will recommend a system of recreation centers for its city, and the adding of their voices to the chorus of approval that all such inspectors give. Getting personal realization of what it means to have all the functions for physical welfare rightly harmonized, and comprehending what it would mean if such a system could be transplanted to any other city, opens the eyes and creates a willing spirit in all officials with their city's welfare at heart—all officials, that is, who appreciate the proven possibilities in taking good care of the physical well-being of their constituents.

In Brookline, a place of small city population, methods differ but results are equally successful and noteworthy. The starting factor was a municipal bath of a type not common in this country but being duplicated as cities wake up to the need and importance. This bath, with its large swimming pool, its competent instruction in the art of swimming for all who wish to learn and practice, and its free opening to all citizens of the town, is as much a local institution as the public library or the fire engine houses. It is more than local, for outsiders may use its privileges for a nominal fee and national swimming competitions are held there.

A GAME OF BASKETBALL FOR BOYS

Annexed to the bath house was created, a couple of years ago, a gymnasium building for the free use of all the inhabitants, young and old and of both sexes. It is used to its capacity. In charge of a supervisor who earns a $3,000 a year salary and has a corps of assistants, the gymnasium is a steady health factory turning out happiness and good spirits and manufacturing good citizenship not to be priced in dollars and cents.

In Chicago the buildings in the recreation center contain meeting places or assembly halls, branch libraries, lunch counters and other features that aid to make them real neighborhood centers in which folks may meet with common interests, get acquainted, in which Jew may meet Gentile on equal footing, in which Irish may learn that Italian is more than just "Dago," in which Slav and Scandinavian may find out each other's likeable points. The idea shows itself plainly enough in this single sentence without more elaboration. The same spirit runs through all the playground, gymnasium and athletic activities. This fundamental idea is found in different form in the Brookline plant, subject to changes called for by a different type of population. There it is what we call the lower tenth and the socially elevated classes that get into closer contact than ordinarily, although racial lines are somewhat in evidence.

The Los Angeles recreation center is designed to be an "evening resort for the many hundreds of youths and young men who live in the boarding houses and lodging houses of the vicinity." Costing nearly $40,000, it forms one part of a system of outdoor and indoor recreation centers conducted by the municipal Board of Playground Commissioners.

The work of a municipal gymnasium gets directly at the people when they are in a receptive mood. Hence the influence is of

NORTH BENNETT STREET GYMNASIUM AND BATH HOUSE

The latest institution of its type in Boston. When used for mass class work or games the apparatus is moved from the floor, leaving the space free from posts or other obstructions. Provision was made on the roof for a playground or roof garden

great value. The efforts may be roughly outlined as follows:

Conducting Classes, (a) for young men in the evening; usually the largest in point of attendance; (b) for boys and girls Saturday forenoons or other available periods; (c) for women, mornings of week days; well patronized in sections that command the attendance of women with the necessary time and willingness to devote attention to their physical well-being; (d) special classes and individual instruction for those who need it, or for those who pay an extra fee for private attention. The fundamental idea of all public gymnasiums is "greatest good to the greatest number." Individual work is therefore reduced to a minimum and undertaken only when it will not interfere with efforts for the majority.

Games and Recreation, (a) as informal parts of regular class periods; (b) organized or competitive games such as basketball, indoor baseball and the like; (c) dancing of approved type for recreation and exercise. Social dancing is seldom a part of regular gymnasium activities, although gymnasiums may be used for that purpose at times not interfering with the real purpose of the institutions.

Health or Hygienic Instruction, (a) general, in class periods by short, easily understood and practical talks of a few minutes each at frequent intervals; (b) special, to individuals who ask for it or who particularly need it; (c) formal lectures on health subjects applicable to the living conditions of the auditors.

Physical Examination and Health Inspection.—These are two of the very important functions of a public gymnasium. A physical examination is intended to show the general conditions of each individual and the sort of exercise and mode of living best suited to his or her welfare. Health inspection is to keep a general or specific oversight of the living conditions and of the personal habits of each person using the gymnasium, so far as that may be feasible. The two are sometimes combined, sometimes separated, and sometimes are carried on only in a modified way.

By means of the efforts just mentioned the influence of a gymnasium goes through all the community and into homes instead of being confined within the walls of the building. A gymnasium thus attains its true function as a school of health education.

Baths, (a) following each period of exercise as a hygienic necessity; (b) independent of the gymnasium instruction or recreation; open continuously or during certain months of the year, according to local conditions. Newly planned public gymnasium buildings have bath departments distinct from the baths in conjunction with the gymnasiums.

Among the indirect influences, although none the less important, are those of a social, moral, ethical nature already referred to. Just how valuable an adjunct to other methods of public welfare a gymnasium may be depends very largely upon two factors: the ideals of the administration, and the personal interest and efforts of the local instructors. The value of competent supervision and instruction cannot be easily overrated. If either of the two necessary factors, proper equipment and competent instructors, had to be dispensed with, the equipment could be better spared.

Experience has proved that every municipal gymnasium likely to be established will be freely used to its capacity if it has proper administration. The present demand is so noticeable that it will be sought out whatever its location. People will go to such a place if it is reasonably accessible, even if not ideally located. Still the location of a municipal gymnasium will naturally be in the section of a city that most needs physical improvement and social uplift for its residents.

How to bring into existence a municipal gymnasium after a need for it has become appreciated, suggests several possibilities. It may be independent of other connection, or it may be part of a recreation center or playground. Some practical information on this point will be presented in an article in a subsequent issue.

The Cost of Inefficiency in Municipal Work

By Walter B. Snow, M.E.
Member American Society of Mechanical Engineers

Again it has been shown, this time by the Boston Finance Commission, that efficiency of municipal administration is not to be sought primarily in the elimination of graft and the proper control of appropriations, but merely in the getting of a fair day's work for a fair day's pay from a host of employees. The grosser forms of graft are difficult neither to detect nor combat. Unnecessary and manifestly excessive appropriations may be prevented with comparative ease. But inefficiency of service from the bottom of the ditch to the desk of the chief has become so firmly established as to be almost accepted as a condition of the conduct of municipal affairs. Administrations may come and go, reforms may have their day, but from this source, the hidden stream of waste flows on, diminished or swollen, as the case may be, but in the American municipality never completely stopped. And it never will be until political influence is completely removed from the management of municipal departments, for it is principally through inefficiency of service to the city that the corrupt politician insures efficiency and magnitude of service to himself. By demanding less than a day's work from each of his supporters their number may be increased on a given job; by deftly manipulated appropriations these jobs may be multiplied. Inefficiency of service is his watchword; efficiency is his doom.

The real work of the original Boston Finance Commission, which has but recently completed its labors, was defined by its chairman, Hon. Nathan Matthews, to be "the investigation of the conditions, facts, causes and methods which have made the city of Boston the most expensive in the world and one of the least efficient. Whatever may be the permanent value of this work it at least differs from that of other municipal investigations as being a detailed study and criticism of actual methods, conditions and facts."

The question before the Commission was not so much what was spent by the city as what the city got for it. In thirteen years $90,000,000 was borrowed, of which one-third represented street improvements, many of but little general benefit. Half as much was represented by sewer construction undertaken without necessity or plan, largely for political benefit at two or three times its proper cost. The balance was made up of expenditures either excessive or largely unnecessary and almost exclusively determined upon a political basis. In these years the municipal debt increased seven times as fast as the population.

Expert service was very generally employed in the investigations. The detailed results have just been given to the public in a 1200-page volume devoted solely to 59 reports made during 1907 and 1908 by Metcalf & Eddy, consulting engineers to the Commission. To these reports credit is gladly given for much of the information contained in the following statements:

The Source of the Trouble

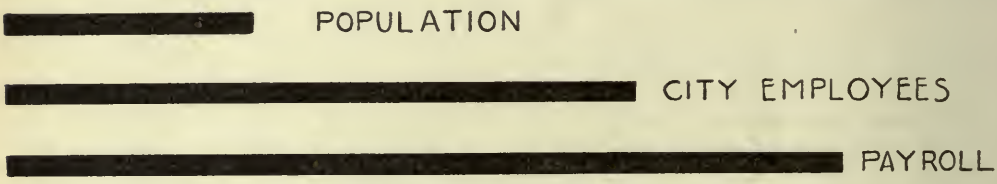
The fountain head of inefficiency was manifestly in the appointive and confirmatory powers possessed by the Mayor and Aldermen and the political influence of the Common Council. The Commission well said that "The position of the head of a department under the present form of government, subject to intimidation from one man, who has the power to remove him, from thirteen men who may refuse to confirm his reappointment and from seventy-five others who have the power officially and publicly to abuse without opportunity for reply, is intolerable."

It was but inevitable that under such conditions the heads of the executive departments should steadily deteriorate in technical competency until they became men without education, training, experience or technical qualifications of any sort, or who had lost all moral backbone.

Inefficiency was manifest even on the part of responsible commissions and high officials of acknowledged ability, in their passive acquiescence in transactions which they knew involved a waste of money.

What wonder then that inefficiency was inbred in the rank and file. With such ex-

amples before him, under the laxest discipline, paid for time he did not work, often called upon to do that which was of no practical benefit to the city, or compelled to limit his labor to but a meagre portion of a fair day's work, there remained no incentive to the city employees for efficient individual service.



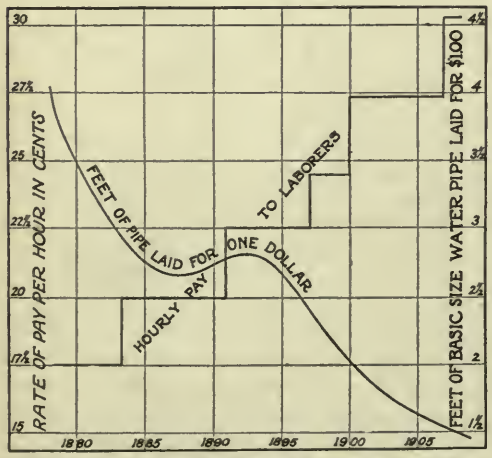
HOW THEY GREW FROM 1895 TO 1907

Sucking the City Dry

While the population increased but 22.7 per cent from 1895 to 1907 the total number of city employees increased 59 per cent or over two and one-half times as fast as the population, while the pay roll was multiplied nearly three and a half times.

Gradually, from 1878 to 1908, the average pay of day laborers was advanced step by step from $1.75 to $2.25 per day, while the hours were reduced from ten to eight, and Saturday half holidays as well as legal holidays were granted with full pay. Today the laborer receives 75 per cent more per hour than he did thirty years ago.

But how about the work accomplished; has it kept pace with his pay? Far from it. The story is one of steady decrease in efficiency. As an example, a study of the results in the Water Department is illuminating. In 1878 nearly four feet of a basic size of pipe were laid for a dollar; by 1908 the amount had decreased to less than one and one-half feet. In other words the cost per foot had nearly trebled, although the pay per hour had increased only 75 per cent in the same period. Allowing for the latter advance the actual cost per foot had increased over 60 per cent, equivalent to a drop of over 40 per cent in efficiency. The accompanying curves tell the story.



THE ASCENT OF WAGES AND THE DESCENT OF EFFICIENCY

It is estimated by the Commission that throughout the various departments the work actually done for the city per man per day is on the average practically one-half of that done only thirteen years ago.

The decrease in efficiency in Boston is directly traceable to political influence and corruption. Unnecessary work was undertaken, unnecessary men were engaged, pay rolls were swollen, all pretense of discipline was abandoned, and the highest wages were paid.

While the present net pay for city laborers in Boston is at least 32 cents per hour actually worked, the prevailing rate paid by contractors and other municipalities in New England is at the most 25 cents per hour.

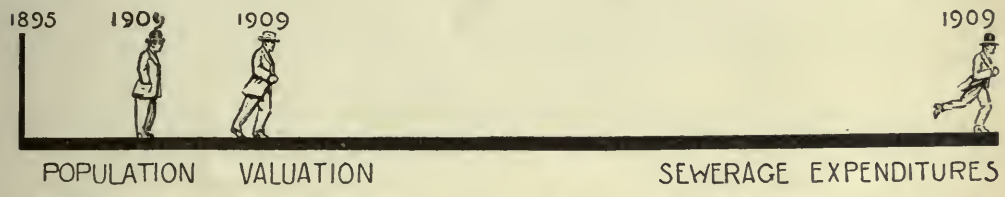
The Sewer Department was reeking with abuses. To inefficiency and lack of discipline were added inadequate inspection and the pernicious effect of contracts given through favoritism at excessive prices. In fourteen years the annual expenditures on account of sewerage had increased 175 per cent, while valuation had increased only 44 per cent and the population but little more than half as much.

Putting a Premium on Shirking

Inefficiency was manifestly the goal toward which the Department was steadily keeping its course. Of about 775 men en-

gaged upon day labor nearly 70 per cent were over 40 years of age; of these in turn more than half were over 50 years, and nearly 20 per cent over 60 years. Not only were many of the force physically in-

Measured on a dollar and cents basis the labor cost of brick laying on Metropolitan sewers on competitive contracts varied according to conditions from $1.82 to $4.23 per thousand. When similar work was done



WHY BOSTON HAS THE LARGEST PER CAPITA DEBT OF ANY OF THE CHIEF CITIES OF THE UNITED STATES

capable of doing a fair day's work, but discipline was practically lacking; each man was a law unto himself, subservient only to the politician to whom he owed his position. But not content with insuring inefficiency and increasing the force through such means, the defined measure of a day's work was in many cases so established as to become absolutely ridiculous were the matter not so serious. Witness some examples of superior ability in getting a day's pay for doing nothing:

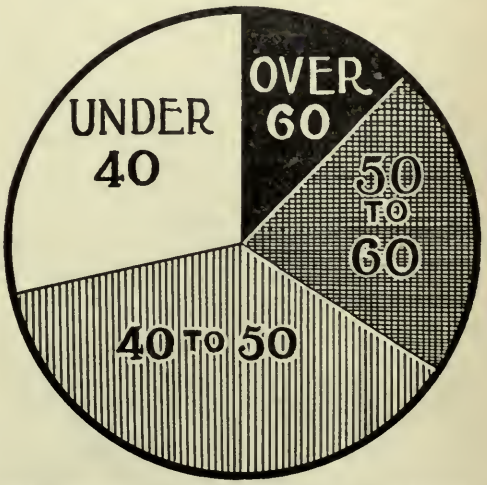
Cleaning and filling nine lanterns was one man's sole daily occupation; twice each day a certain timekeeper carried a book from the office to the job and back again, and did no more; hanging up rubber boots to dry was the only allotted duty of another; for a week after teams ceased to visit a certain dump two men held down their job thereon; for seven weeks pay was drawn by a janitor while sojourning in Europe. Many inspector's reports were mere creations of the imagination. Twenty-five per cent of all the Sewer Department employees in a certain large district were employed in positions calling for little or no effort; large numbers were classified as watchmen; in many cases no work whatever was performed.

But when it came to bricklaying, one of the worst cases of inefficiency was revealed. Based on a week's record the best work done by one mason consisted in laying 240 bricks per hour; but one individual succeeded in reducing his efficiency to 13 per hour, about one in every five minutes. Under competitive contract similar work was done for the Metropolitan Sewerage Commission, the lowest number laid being 94, and the largest 570 per hour.

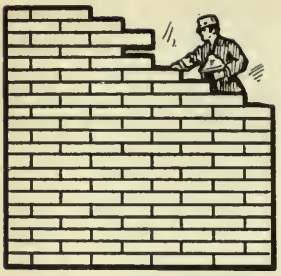
on contract for the city of Boston it cost from $2.98 to $7.35, but the supreme evidence of inefficiency was shown by costs varying from $9.04 to $18.34 when done by day labor. In a word the city paid from three to six times as much as the Metropolitan Board.

Contracts were let without competition for cleaning catch basins, the price being fixed and excessive. Basins which did not exist were included in more than one contract, hence were paid for twice. Inspection was a farce; in some districts no inspectors were employed, in others far more than could be utilized. Seldom were more than half a dozen basins inspected in a day, although fifty represented a fair day's work.

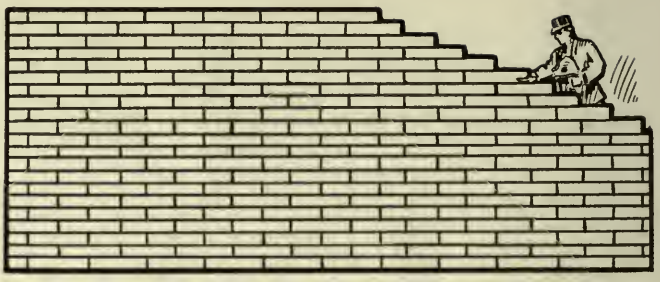
Rampant inefficiency was revealed by the



AGE DISTRIBUTION AMONG DAY LABORERS IN SEWER DEPARTMENT—ONE CAUSE OF INEFFICIENCY



CITY DAY LABOR 240 BRICKS AN HOUR



METROPOLITAN WATER BOARD CONTRACT WORK, 570 BRICKS AN HOUR

THE DIFFERENCE

consulting engineers' estimate of four cubic feet of catch basin refuse as the average amount hauled one mile (one way) in the city of Boston, while in nearby Worcester the average, reduced to the same basis, was 9.3. Under favorable circumstances an eight hour record was made in the latter city of 28 loads, each hauled about six-tenths of a mile.

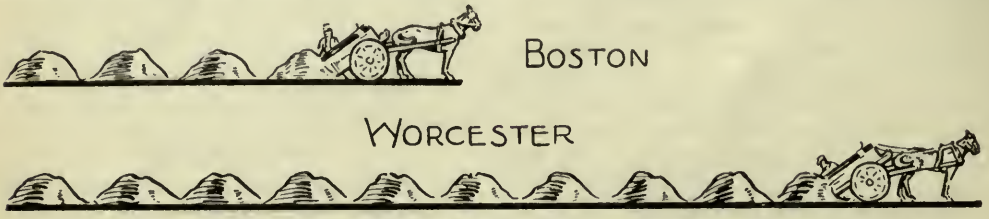
The extravagant and deliberately inefficient methods of this department must have entailed the absolute waste of nearly $400,000 annually, or nearly 25 per cent of the total expenditure. Only about one-eighth of the loss was traceable to improper contracts, the balance was directly attributable to lack of efficiency of the day labor forces.

Where a Million Dollars Were Wasted

It having been shown by the expert investigation of an independent engineer that the city stone crushing plants had been operated at an annual loss of about $100,000, the Commission recommended their abandonment. But the subject was reopened by the Mayor in a letter to the Commission stating that "at the behest of certain city employees who professed their confidence at their ability to turn the present tide of extravagance in the operation of stone crushers I gave them a promise that for a limited time I should allow them the use of one crusher for experimental purposes. * * * I shall appreciate the favor if you will have Messrs. Metcalf & Eddy detail an employee for special supervision of the work on the ledge in order not only that we may both have information first hand, but also that there will be no question as to its reliability."

This request was immediately complied with, the best men in the department were selected to run a three months test on the most economical plant owned by the city. Nearly nine thousand tons were crushed at a total cost including interest and depreciation of slightly over $9,000, the unit cost being substantially $1.00 per ton. Independent records kept by Metcalf & Eddy and by the superintendent of the plant showed a nominal difference of only 2 per cent in the cost.

Under efficient management the output of the crusher should have been 240 tons per day; the actual average during the three months test was only half that amount, and this in the face of the fact that the men were the best that could be found in the department. Although the perpetuation of the crusher plant hung in the balance and the work was under constant supervision, even these incentives



A DAY'S WORK IN TEAMING CATCH BASIN REFUSE

lacked the power to offset personal inefficiency, lax discipline, short hours, high wages, half holidays and absence with pay.

The original conclusions of the Commission were emphatically confirmed, and the folly of undertaking to crush stone by day labor employed by the department was clearly demonstrated by the fact that the cost per ton was nearly double that for which it could have been produced by a contractor under similar conditions. Thus the knell was rung for a policy that in a dozen years had entailed a loss of a round million dollars.

It Was All in the Accounting

Investigation of the machine shop maintained by the Water Department, where valves were being manufactured with apparent economy, showed that in fact, owing to the deceptive character of the results indicated by the accounting system, the actual cost of labor (including general expense) was really 93 per cent greater than it appeared on the books. The estimated annual loss from the operation of the shop was from $8,000 to $10,000.

When in 1898 the Metropolitan Water Board took possession of portions of the Boston water works certain of the works were continued under the charge of the same man who had previously served the city in identically the same capacity. Here was an unusual opportunity for comparison of efficiency of the laboring forces. A single year sufficed to show that under state management the cost was reduced from 30 to 35 per cent according to locality. Of particular interest was the fact that the greater the distance from Boston the greater was the saving made by the Metropolitan Board. This was manifestly due to the relative strength of political influence in appointments. Near Boston the appointees were voters within the city, and hence possessed direct power of return for favors granted, but farther away positions were naturally less attractive to citizens of Boston, and appointments were consequently less political in their character.

The subsequent history of certain men not retained by the Metropolitan Board was suggestive of the reason for their holding their places when the water works were under city control. A laborer at $2.75 per day who had previously been a member of the Boston Common Council (God save the mark) refused to continue at a fair wage of $2.00 per day for the labor performed and eventually landed a job as an inspector of fire pipes within the city. Most of the men dropped from nearby positions appeared to have been "taken care of" by the city, but it was noticeable that nonresidents—who had no votes in Boston—were longest out of a job.

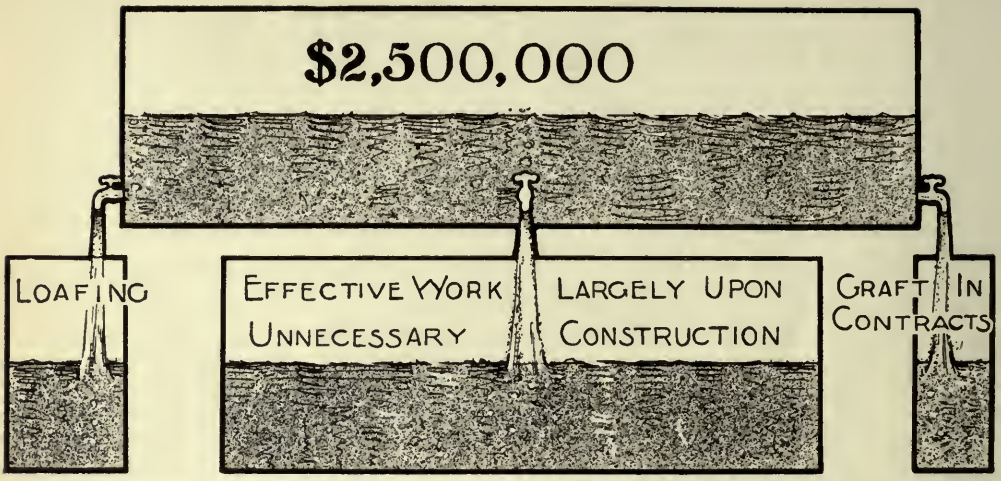
The Oath of Office a Farce

Aside from the inefficiency manifest among the day laborers, specific waste occurred through the improper awarding of contracts. The law contemplated that public advertisement should precede the awarding of all contracts above $2,000, but provided that under certain conditions the Mayor might approve the award without such advertisement. Under the corrupt administration of 1906 and 1907 this exception became the rule, and heads of departments were actually instructed by the Mayor to request his consent.

Competition was practically thrown to the winds in the cases of contracts amounting individually to less than $2,000. As "gift" contracts they were handed out at excessive prices where they would do the most good politically—often through a thin disguise to members of the Common Council. It is not therefore strange that inspection became a farce and the quality of work of very low grade. As with "gift" contracts so with purchased supplies. Thus was the city filched of hundreds of thousands of dollars annually.

But great as was the loss entailed through graft in the letting of contracts the greatest waste was traceable to the inefficiency of the day labor force throughout all the departments. Out of $2,500,000 spent nominally for the construction of sewer and water works, half a million was paid for labor that was not actually performed, or twice as much as was wasted through excessively high prices for contracts and purchases.

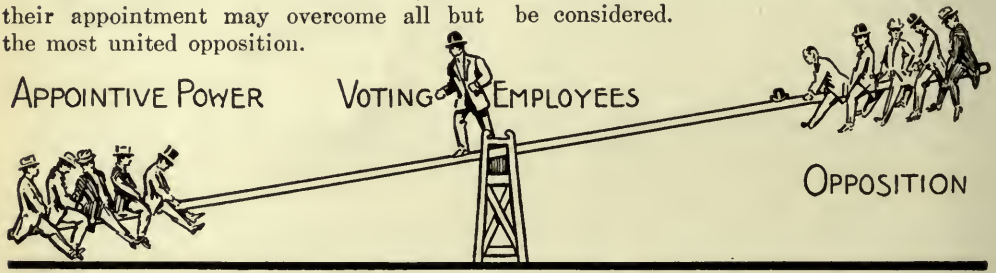
Such conditions entail the practically permanent employment of an excessive number of men and create a continued and serious danger to any community which cannot be disregarded. In Boston, where this number is relatively greater than in any other city which came to the notice of the Commission, the political danger is by them considered of the first magnitude.



WHAT BECAME OF APPROPRIATIONS IN WATER AND SEWER DEPARTMENTS

The ten thousand registered voters in the employ of the city, each reasonably sure of swaying at least an additional vote, may readily hold the balance of power, and in the interests of those to whom they owe their appointment may overcome all but the most united opposition.

As at the beginning, so here at the end, it is clear that the problem of inefficiency in municipal work, though fundamentally economic, is in reality political in both cause and effect, and that as such it must be considered.



THE BALANCE OF POWER HELD BY CITY EMPLOYEES MAKES ECONOMICAL ADMINISTRATION DIFFICULT

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Tallahassee Women Cleaning Up

The Woman's Club of Tallahassee, Florida, has found fault with the care of the city cemetery, where there are many ancient graves, and where civic pride would normally demand care. The trouble was that the caretakers provided by the city fathers did not do their duty. So the women stepped in. They have thoroughly cleaned the cemetery, and the object lesson promises to have an effect on the future treatment of the place. The women have also persuaded the mayor to authorize two municipal cleaning bees, which were appropriately timed so as to be especially effective at the time of the inauguration of the governor and the sitting of the legislature.

Mandan's Upward Trend

The little city of Mandan, N. D., claims that there is nothing diminutive about its business and commercial activities. In size even it claims to be rapidly shedding the down of townhood, and acquiring the plumage of a city. Mandan is located in the rich agricultural region of the Heart river valley, at its junction with the Missouri river. Besides the great agricultural resources there are unusually good clay deposits and manufacturing interests are rapidly developing. Milling naturally takes an important place. The Business Men's Club is the leader in promoting business interests and booming the city. A special writer on such matters says: "The real live, active promoter of the new Mandan of today is the Business Men's Club, made up of the men who are up and doing and who have faith in this city's growth."

The city is on the line of new extensions of the Chicago, Milwaukee and St. Paul, and it has also the Northern Pacific. It is therefore "not to be wondered that each one of its (the Business Men's Club) members is a full-fledged optimist, with an abiding faith that his city will outstrip in industrial and commercial importance any of its sister cities in North Dakota." This is the optimism that carries the new cities of the West along. It is to be regretted, however, that the writer quoted has not, in a three column article, a word to say about any civic or social body to look after the development of Mandan in ways not industrial or commercial. There are other lines of development and, to make a general criticism, they are too often neglected.

Benevolent Syndicates

The members of the Padanaram Improvement Association in South Dartmouth, Mass., have for some time been concerned because of the attractions of a pavilion belonging to the trolley company, which drew to the village many people from the neighboring city of New Bedford, among which there has been a good percentage of the rougher element. They were, therefore, not to be caught napping when it was proposed to add to the attractions by erecting a merry-go-round and other incitements to travel. A body of the public spirited citizens formed a little syndicate and bought the only portion of the water front available for the Coney-like attractions and they will have none of them.

This, by the way, offers a good opportunity for bringing about the transfer of this portion of the beach to the town, a performance much needing consummation. The town has several miles of frontage on the water, but it owns scarcely enough for the landing of a canoe. The most prominent natural feature of every town belongs by right to the people of the town. This splendid feature of Dartmouth is entirely in private hands. If the syndicate can divert the space secured from what would have been an insured nuisance into a water front park it will indeed merit the thanks of the people.

Some time since the D———— Match Company set about securing a most picturesque wooded slope lying between the village of Hanover, N. H., and the Connec-

ticut River. This was not, however, in accordance with the views of the people, and the land was quickly bought by a syndicate composed mainly of Dartmouth College professors. Since then the professors have enjoyed many a Gladstonian hour in cutting out the dead trees and brush, and the area is matchless, and promises to remain so, in more than one sense.

If, as Prof. Shaler once said, we should constitute ourselves the caretakers of the charm of the earth, these two examples ought to prove suggestive to many places which have yet available some artistic *pièce de résistance,* the securing of which will bring perpetual joy and remove the cause of years of vain regretting.

Wellesley's Desires

The people of Wellesley, Mass., are manifesting a desire for improvement along many lines. Appeals are coming in to the improvement association which suggest that the village stores have a greater care of appearances, that the freight service be improved, that an old penny-in-the-slot machine, long out of repair, be removed from the station and that handbills and posters be not so generously scattered about the streets. One complainant says:

"I am in receipt of an invitation to offer suggestions for improvements that can be undertaken by the Wellesley Village Improvement Association. I would like to call your attention to the distribution of handbills throughout the town. These sheets, which are often of large size, are given into the hands of boys whose sole object is to get rid of them. They do not take the trouble to ring the bell, but throw them on the front porch. In order to be rid of them as soon as possible they generally leave more than one, which are scattered about by the first breeze. It is doubtful if any one in the town is benefited by this kind of advertising, and it certainly makes untidy streets. Complaints to the Selectmen have been made, but they have no say in the matter. It seems as if one owning his place and taking some pains to make it attractive should be protected against the throwing of rubbish on any part of his property. I should like to see the Association take up this matter."

The citizen is in error when he says that the Selectmen have no say in such matters. In Wellesley an article in a 1908 town warrant provides that "no person shall distribute papers, circulars or advertisements through the town in such a manner as to create a litter", and a fine of twenty dollars may be imposed for violation. The Selectmen in any town have, or may easily secure, powers governing all such cases, developed through the indifference and carelessness of citizens. It is safe to predict that in Wellesley the nuisance will not be allowed to continue. The town has a public-spirited Board of Selectmen, and it has its Wellesley Village Improvement Association, the Hills and Falls Association, and the Fells Association, covering the various districts of the town. Only a moderate amount of activity will enable these groups to keep Wellesley up to its past standard of excellence in governmental, business and esthetic affairs.

Gary Cries for Saloons

The business men of the much heralded Gary, Ind., say they are losing the trade of Gary workmen, and the factories say they are losing the workmen themselves because Mayor Knott has placed "the lid" on Gary's saloons. And they all join in a cry for open saloons. This seems strange, and even uncalled for, in the light of the experience of Leclair, North Plymouth, Ludlow and other village manufacturing centers of the most progressive kind in America, and of Bournville, Garden City and Port Sunlight in England. These places have no saloons and they have no desire for any. Take Bournville for example. Each home is located on an average area of 300 square yards of land. The garden in each instance is a source of pride, an open air gymnasium, and a solace at meal time; and the workman has no desire for anything that will keep him away from it. If it is recreation or companionship he wants, he has his recreation center, fieldhouse, cricket-ground, bowling-green and baths to follow. There is one for the women too.

The average American makes the mistake of assuming that a good citizen will work all day and rest contentedly in a shack at night. When this seems not to prove true he puts a saloon around the corner to absorb surplus energy, and incidentally cash that is not surplus. The saloon is of course a social center that offers many kinds of

diversion. It is difficult to compete with it; but that is no argument for trying no form of competition whatever. Gary apparently argues for not trying to find a substitute for the saloon. If our industrial centers had not followed a lopsided form of development the saloon would never have had its present hold. It, along with the poolroom, the gambling den, the cheap theater, the dancehall and all that ilk, has stepped in to do for gain what the community should have from the start done for itself.

If the Gary factory managers think they cannot hold their workmen without beer why do they not supply the beer in the factory. If it is the social instinct that they are pleading for, there are other methods.

The Women of Frankfort

The women of Frankfort, Ind., have shown, and they propose to show still further, that they have a way with them of doing things without ranting or chaining themselves into legislative galleries over suffrage. They decided to clean up Frankfort. The plans were laid in executive session, and then they went to work with the men. A correspondent writing to *Municipal Affairs* from Frankfort says:

"Well, 'cleaning up day' arrived, and in every alley, back street, every place where rubbish or trash was, the men worked. Astute lawyers who never handled anything heavier than a fountain pen dragged heavy rakes, sedate judges wielded hoes, clerks whose adept fingers fondled ribbons and laces pushed brooms, bankers stopped counting money to swing shovels, and even the politicians took a day off from saving the country, and for once in their lives made themselves useful to the whole people. The women did not do the work themselves —they just influenced the men to do it— and they stood by and saw that it was well done. Frankfort never in its history was so thoroughly cleaned up in one day, and the influence the women exerted has kept it as clean as a ballroom floor ever since.

"But there are other things besides rubbish and trash in back yards and alleys that the women of Frankfort have turned to. They propose to get rid of the rubbish and trash in municipal politics, and they are calling on the men folk to clean the city politically. Looking around, the Frankfort women see administrations that issue a lot of bonds on which a favorite banker draws big interest. They learn of places where favorite contractors are awarded contracts for street improvements that will take them a number of years to finish. In other towns and cities they learn of administrations that serve the corporations well and the taxpayers badly. They remember that once the administration of Indianapolis gave a million-dollar franchise to a paper railroad company. Knowing these things the women propose they shall not be repeated in Frankfort if they have influence enough to prevent."

West Virginia Villages Waking Up

The ladies of Kingwood, W. Va., have organized a civic league to look after the general well-being and the appearance of the town. There is abundant work for the new organization to do. The town owns an electric light plant that, barring accidents, lights it very well. It has in part very good, though somewhat narrow, sidewalks. But it has no water supply, no sewers, and poor streets. Typhoid is not uncommon, in fact it seems to be a hardy annual that looks after its own seed pods. But this is not surprising when the gutters are allowed almost constantly to grow crops of grass and weeds, and cesspools are commonly neglected. The health board thinks too highly of the respectable citizens of the village to have any desire to risk hurting their feelings by asking them to clean up, look after their cesspools or take average precautions, till an epidemic is started. Then it gets busy. The feelings of the citizens, those of them who do not die, are thus saved and the deaths are graciously not charged to them. The ways of a mysterious Providence get credit for the deaths, and shiftlessness has its easy way.

Nature has done her level best for Kingwood; but unskilled officials have laid bare the streets so as to have them straight and that people may walk the sidewalks of "the square" unimpeded. The citizens are taught to reserve the walking for evening, and the night, for it is a too warm proposition for the day unless, perchance, kindly clouds lend their protection.

Twenty years ago the village boasted three mowed lawns. Now there may be twenty-one, which is an increase somewhat more rapid than the increase of population.

The civic league, therefore, has a field for work. Sidewalks, streets, sewers, water, trees, and greater care of private property give scope for work that will last several years. And the men will need to be called in. A civic league composed of men is perhaps more effective for community purposes than one composed of women; but the only logical organization is made up of both men and women. It should be composed of the people of the village, and there is a good place for even the boys and girls.

Three or four miles, as the crow flies, across the gorge of the River Cheat, is the village of Terre Alta. It has had its epidemics, its tree butcheries, its slovenliness, its noise of shrieking and puffing engines, along with its splendid air, its fine scenery and other of Nature's provisions. But its people, too, are waking up. Stagnation has suddenly blossomed into activity. The people have not organized a civic league; but they have, in their private and corporate capacity, gone to work. A private company has supplied electricity. Another is bringing in natural gas. The town is laying mains for water and the paving of the streets has been started.

The beginnings made in both these places are commendable. Continuance along the same lines will place them among the most attractive home centers in the country.

The Whither of the Immigrant

In an address before the Commercial Law League during the past summer Ormsby McHarg said:

"If this country is to be known as the land of the free and the home of the brave it must be made free, and the only way it can be made free is to put into the hands of men the tools of freedom—property. These new comers cannot acquire it in these congested centers. If we are to protect the institutions of this country we must see that these men, whose voices will be raised in our forums with the voices of our children, shall raise them in praise and not in blame of this country and its laws."

Mr. McHarg has in mind and was arguing for the location of newly-arrived foreigners in village and country districts where they may hope to acquire ownership in at least a bit of land and a cottage. This would mean far more to the country generally than is usually attached to mere ownership, and we need not minimize the civic importance of rights in property by such an assumption. The cry of the city is for relief from congestion and of the country for more labor. The problem is one which should be taken up in a systematic way, so that foreigners, who would at home prize what can be here so easily secured, may be shown clearly and at the right time how and where to locate to secure the desired end. The flow of immigrant population ought to be directed to the villages where contact with the soil gives possibilities never to be found in the cities. Mr. McHarg's suggestion ought to take shape in a definite movement.

Mr. Matthiesson's Gift to Lasalle

Through the cancellation of bonds and city orders to the amount of $38,400, Mr. F. W. Matthiesson has reduced the excessive debt of Lasalle, Ill., to $5,000 below the legal limit. Mr. Matthiesson proposes to go still further by reinvesting another $10,000 which he holds in bonds against the municipality when they fall due, the income from which he will donate to the library for buying books and periodicals. The only condition imposed is that the citizens raise among themselves $5,000 by private subscription. This is not the first, but it is perhaps the most important bequest made to Lasalle by Mr. Matthiesson. At one time he employed at his own expense an engineer to lay out an entire sewerage system for Lasalle, and at another time an expert accountant, also at his expense, to put the bookkeeping system on a business basis. He has built a high school costing $20,000, to which he later added facilities for teaching manual training and the domestic arts.

It is to be hoped that the citizens of Lasalle may not fail Mr. Matthiesson in raising the $5,000 which he requests, and that they may not generally look to him to carry their corporate financial burdens because of his generosity in the past. If a town can afford to accept such munificence from one of its citizens it cannot afford to abuse him and itself by leaving undone all that he has not provided.

Gleanings

Edited by Mary V. Fuller

International Visiting

Two articles from July issues of the London *Municipal Journal* show the mutual interest of England and Germany in town planning and the interchange of ideas gained by visiting committees from both countries. England acknowledges Germany's leadership, and Germany loses no opportunity to increase her store of information.

"The Town Planning and Housing Exhibition was opened on July 14th in Hampstead Garden Suburb.

"The opening was timed to coincide with a visit of members of the German Garden City Association who are at present visiting this country, and whose presence at this ceremony was greeted with enthusiasm.

"There are over 200 of these visitors, drawn from all parts of Germany; many are government officials, some twenty are mayors and town councillors, eight are editors of periodicals dealing with architecture, building, and gardening, and there is a Director of Grand Ducal Tree Cultivation, and a teacher of fruit culture.

"The exhibits at Hampstead include photographs and models which show the origin and expansion of town planning and city development in this country. In this connection, a set of plans lent by Mr. H. A. Harben, illustrative of past desires for a better-constructed London, is especially interesting. This exhibit includes the "Designs for Rebuilding London after the Fire of 1666" by Sir Christopher Wren, John Evelyn and Valentine Knight, plans which would have saved London from its present condition of weltering chaos had they been carried out at the time of their conception.

"Of peculiar interest is the exhibit lent by the "Association des Cités Jardins de France," which illustrates the rapid strides taken in that country. Such plans as 'Open Spaces in Paris one Century Ago and Now,' or 'Comparative Amount of Open Spaces in London, Paris, Berlin, and Vienna,' or 'Parks and Gardens which have taken the place of the old Ramparts at La Rochelle,' will afford the visitor much food for reflection."

"The deputation from the Housing Committee of the Birmingham City Council which visited Germany with the party organized by the National Housing Reform Council has prepared a very useful report on the tour. Summing up the information derived from the various visits, the deputation makes the following observations upon the effect of the policy of purchasing land in connection with town planning schemes:

" 'The policy of the German municipalities in purchasing large areas of land, both within the city boundaries and immediately outside, has undoubtedly facilitated their town planning schemes. It would be practically impossible, because of the enormous cost entailed, for the municipalities of this country to follow the Germans in the laying out of streets of immense width through the already existing towns, but the general ideas of their town planning could be adopted in this country, without a great deal of alteration to the existing laws.

" 'Private interest in Germany is almost entirely subordinated to the interests of the community; but from Germany's experience it is evident that landowners recognize that in town planning the interests of all parties concerned are studied, and the ultimate effect is that the value of their properties is improved, and much land is made marketable which would probably under individual development be of little value.'

"We take it that town planning in this country will be directed not so much towards the improvement of the centers of cities as to the development of suburbs. We agree that the German example could not be followed in the former case, but there is no reason why it should not be adopted in the latter. The Birmingham deputation rightly emphasises the fact that town planning is always advantageous to the landowners, who are protected against unexpected schemes of rival speculators by the fact that there is in the town hall of every municipality a town plan that can under no circumstances be departed from."

Picturesque Decoration of Window and Wall

Arthur Glogau's "Reminiscences of Travel" in *Der Städtebau* for July gives some attractive suggestions of flower and vine decoration that are interesting in connection with the reference to balcony flower gardens in the *Craftsman* article on Berlin, elsewhere noted.

"Ever since the provincial horticultural association in Hanover opened the way into this field, strong efforts have been made to enhance municipal beauty by means of private decorations.

DECORATED WINDOWS AND BALCONY OF THE TOWN HALL OF KARLSRUHE

"The best known example of adornment of a public building by balcony decoration on a large scale is that of the town hall in Karlsruhe. It is an exceptional achievement. I do not know whether the same plants are used every year, but this year it was the new blue petunias whose color and size were distinctive. They always have two boxes placed one above the other, the petunias in the upper box falling over the plants in the lower one, and standing upright are geraniums. In every window of the entire great front of the building the same decoration was most admirably displayed.

"I saw a charming balcony decoration in Kempten. The 'Arabella' fuchsia was used, and pink ivy geraniums were seen everywhere. The two pinnacles of the town hall in Kempten are altogether charming architectural suggestions that deserve to be better known. In Nuremberg much is done for beauty by the floral decoration of private houses. The cloister of St. Sebald and the surrounding houses were very beautifully adorned.

"I found an entirely original decoration in two towns, strangely enough quite far apart—Landshut and Trier. The great electric light poles were surrounded at a height of about five meters by boxes in which a luxuriant flower-garden was displayed. The care of this unusual decoration naturally cannot be very easy; for all that, such a beautifying of the street picture seems to be a good idea. In Trier I found again the blue petunias I had learned to know in Karlsruhe.

"The beautiful balcony decoration on the new theatre in Frankfort-on-the-Main should also be noticed. Here long strands of ampelopsis were used, and looked very lovely as they swayed back and forth in the light wind.

"We need a greater variety of plants for window-boxes, for everywhere one sees masses of pink ivy geraniums. It should be the task of some expert to make a collection of plants suitable for window decoration, and disseminate them widely. Could not a good market gardening business be established which should deal especially with the growing and distribution of plants for this use? It is naturally necessary to the widest propagation that plants or seeds be supplied, perhaps at first without cost, to suitable people or organizations in the largest possible number of towns. The public has really seen every plant that can be used for this purpose, and would like to have something new. The slight expense of cultivating and advertising would later on be well repaid. The Gattung fuchsia seems to me well suited for development for this purpose.

"I have also frequently admired the planting of walls. For many years the high wall of the old custom-house at Bonn has been beautifully covered with vines. Ampelopsis, wild hops, red ramblers, and the beautiful clematis combine to form a gay disorder, and give to almost every season a magnificent color picture. Wandering

farther along the Rhine in this lovely town one finds a factory building pleasingly decorated. Here the climbing vine has reached its fullest beauty. In another place ivy clothes the high walls. In Hanover also, at the well-known book concern of König and Ebhardt, the climbing foliage softens the factory-like appearance of the building. In speaking of wall-decoration, one should not forget the very clever planting of the river-walls along the Isar at Munich. The cold walls that keep the milky, icy water within bounds, are magnificent in their overhanging growth of goat's thorn, clematis and ivy."—*Translation made for* THE AMERICAN CITY.

VINE-COVERED WALLS OF THE OLD CUSTOM-HOUSE AT BONN

Our Schools Under the Searchlight

There is a certain sheaf of gleanings this month which indicates that an enlightened public opinion is placing before the schools the duty of developing efficiency of life.

In the September *Van Norden's* M. D. Brattan undertakes to show, under the title of "How It Pays", that the United States is not repaid for the more than four hundred millions of dollars she spends every year for education. A large percentage of children between the ages of 10 and 14 do not go to school at all, and those who finish the prescribed course are taking nine and a half years to do eight years work. The habit of "repeating" is expensive for the country and mentally debilitating to the child. Then, too, for some reason boys drop out of school at an earlier age and in larger numbers than girls.

This article does little more than state the confused and problematic situation. It shows the necessity of uniformity in school reports and of a comparison of ideas and experiences between cities. More frequent promotions is cited as one means of shortening the repeating periods that result from illness. Special help to keep up the dull child and speed the bright one has been tested in various schools.

But we turn with relief from one wail to another that deals not so much with figures as with principles. The September *Craftsman* contains Parker H. Sercombe's analysis of "The Evils of American School Systems." These evils are summed up in the error of a training "unrelated to practice and object lessons."

"Minds so trained are incapable of bringing the knowledge they obtain into use either for purposes of thought or action. Such minds are marked for confusion of thought, and under the suggestion or influence of wrong conditions easily drift into criminality, mysticism, graft or other forms of perversion."

The remedy is in making education the outgrowth of practice and object lessons, and is most tellingly stated in the sentence: "Let a child work until he craves the help of books, instead of studying until he forgets the need of work."

In this suggested reform the classroom claims but an hour a day, while shopwork of all kinds, gardening, bee culture and commercial training clear away false standards and prepare the children for life's duties and the solution of the problems of citizenship.

It is natural that in turning over the pages of this number of the *Craftsman* we should glance at Ernest A. Batchelder's article on "London Municipal Arts and Crafts Schools", and then pause at "National Value of Manual Training" by Joseph F. Daniels. The latter is a plea for sincerity in workmanship and for the development of native genius. The author believes that our national prosperity grows

with workmanship and the soil rather than with trade and finance. Believing that "only a few think back to the fundamental immorality of false values in workmanship —moral fundamentals that concern the national genius and its freedom", he looks to manual training in the schools, revived and reformed by pressure from without, to teach that "beauty and rightmindedness are the best cornerstones of economics in any nation."

At the bottom of our litle heap of garnerings we find ourselves reaching the end of our line of thought in William Allen White's article in the August *American Magazine* on "The Schools—the Mainspring of Democracy." More up-to-date and broader in its figures than the first of our group of articles, it finds the real dangers of democracy in the waste years between 13 and 18, when ten millions of boys and girls are out of school, and ignorance and greed are uncurbed. It is shown that the boy leaves school partly because his help is needed by the family, but more because the school does not satisfy his craving for doing, for creating with his hands.

Manual training is the answer to the cry. All over the country manual training high schools, technical, agricultural and trade schools are meeting this need of hand labor. Increase the pension provisions for teachers and thus keep men in the profession, and we can then hold the boys under right training when they most need it. Truly it seems just that "men as adults should pay the taxes required to pension the teacher who worked too cheaply to teach them as children."

The summing up is this:

"If there is anything in education as the mainspring of civic virtue, the problem of democracy is to stop the waste of the first years of adolescence in America, that the conscience of the people in maturity may find its way into the ballot box."

Blindfolded Culture

"What Women Might Do for their Towns" is plainly told by Mary Heaton Vorse in *Success* for August.

The folly of concentrating a woman's intelligent energies upon a study of the Moorish invasion of Spain when the health of her home is menaced by an impure water supply, poor lighting, smoky, rubbish-laden streets or lack of play space for her children, is made emphatic.

Not only the club woman but the "home body" is here made to realize the value and the duty of coöperation. A number of instances show what it is possible for the united effort of women to accomplish for better, more beautiful living conditions.

Research the Basis of Reform

The work of the Bureau of Municipal Research is the theme of two recent articles. The first one appeared in the *Technical World Magazine* for August and was written by C. F. Carter under the title of "Making Government Good." Mary B. Sayles is the author of the other, entitled "The Budget and the Citizen", in the September magazine number of the *Outlook*.

These articles, quite different in style, both make a strong presentation. They arraign no individuals, but make clear the conditions which aroused a certain group of citizens to form, in 1906, the Bureau of City Betterment, the forerunner of the Bureau of Municipal Research.

The energies of these workers were concentrated upon the city budget, the method of making it up and the manner of manipulating its provisions. The purpose of all this investigation was to find an answer to the question "Are we getting our money's worth?" The articles itemize the Bureau's discoveries and the reforms it has brought about in New York's municipal housekeeping. The earlier of the two cites as an example of investigation the overhauling of the city water department, which resulted in an increase of yearly revenue amounting to a million dollars. The coöperation of city officials appears to have been a gratifying feature of the work.

Both articles are strikingly illustrated by some of the charts used at the Budget Exhibit, which made a direct and effective appeal to the public intelligence and integrity by a forcible presentation of facts. The wide-spread interest in what the Bureau has accomplished testifies that New York has become a stimulating object lesson for every other municipality.

Berlin's Return to Simplicity

A restfulness to eye and spirit pervades the adequately illustrated short article by Andre Tridon on "The Architectural Re-

construction of Berlin" in the September *Craftsman*.

The German capital is abandoning the wild architectural medley with which she earlier sought to express her creative impulse. The subordination of individual taste to the general architectural plan of each district has become a part of the broad German municipal ideal, while unity and harmony are not permitted to become monotony. Straight lines and simple curves now lend themselves to practical uses, and cleanliness, lighting and ventilation are all insisted upon by municipal authority.

One of the illustrations of this article shows the use of a concrete trough charmingly adapted for a balcony flower garden along the various stories of an apartment-house facade. "Building from the inside outward" has become an architectural necessity which has happily resulted in a higher type of exterior beauty.

FROM "THE CRAFTSMAN"

BERLIN APARTMENT-HOUSE WITH CONCRETE TROUGHS FOR BALCONY FLOWER GARDENS

Recreation and Character

Dr. Luther H. Gulick's broad and sympathetic view of human needs and his way of talking with his readers always lead to the satisfying solution of some vital problem. "Popular Recreation and Public Morality" is his subject in the July issue of the Annals of the American Academy of Political and Social Science.

He tells us that because what we do with our leisure time shows what we really are, and because everybody now-a-days has at least a little time each day thus to indicate and create character, we should study and direct this means of stimulating public morality.

It is essentially a city problem, because there the needs are greatest, and because only in a city is the necessary coöperation possible. To find out what the people are really doing with their leisure, to keep open for them all the time the gates of playgrounds and the doors of manual training schools, to plan broadly and comprehensively the use of parks and gardens, just as libraries plan to make readers,—these are duties which, accomplished, will renew the physical and moral health of our cities.

A Model Village for the Poor

How Cook County, Illinois, is spending $2,000,000 to build for its poor a model village in the woods, is told by A. H. Yount in the October *World Today*.

Lawns and forests, gardens and open prairie land make up this tract of 225 acres not many miles from Chicago. Comfortable, uncrowded cottages with every healthful provision, a chapel, a hospital, a central dining room and all conveniences of service are found in this home community.

Best of all, old married couples need not be separated in these last dependent years of their lives. Accommodations for more than fifty couples have been allowed for. This is a humane provision for which President Busse of the County Board is responsible, and which should be generally adopted.

Books for the Citizen

The Government of American Cities, by Horace E. Deming. Together with The Municipal Program of the National Municipal League. G. P. Putnam's Sons, New York, 1909. Octavo, 323 pp.; $1.75 net.

This volume is a clear and definite exposition of the thesis that the success of municipal government depends upon the application of the fundamental principles of democracy. That the government should represent and be controlled by the governed is the ideal to which European cities have more nearly attained than have we. Its realization is based upon the carrying out of a local policy to meet local needs, and upon a distinct separation between the policy-determining and the administrative sides of government.

The illuminating quality of the book is due to the simplicity of purpose and the directness of thought which have led the author along straight lines and have compelled him to use the right word in the right place. Again and again he states and explains the few principles involved with an emphasis which does not weary; but rather strengthens the argument.

Mr. Deming shows that the American people have long desired to make their government truly representative of their beliefs and purposes. Hampered by the former misconception of government as a thing apart from the governed and to be feared and watched, dazed by the perplexing muddle of national, state and local issues presented at every municipal election, but ignoring obstacles and profiting by mistakes, they have struggled on. Because the affairs of American cities were controlled by state legislatures, there was no simple method of determining and enforcing a local policy suited to local needs. Thinking that the greater the number of municipal officials the stronger would be the mutual check upon efficiency of work, and that the shorter the term of office the more accurate the accountability to the public, the people made the mistake of increasing the number of elective offices and shortening their terms. The resulting division of responsibility makes representation of the popular will impossible.

The remedy proposed is concentration of power in the hands of those who shall be chosen because of their advocacy of the ascertained will of the people. The policy-determining officials should be elected, the administrative officials appointed; the former should be as few as possible and responsible for the efficiency of the latter.

In the face of great legislative difficulties public opinion is the weapon that is forcing the way toward such accomplishment. Already we may note the points gained: home-made charters, commission government, the initiative and referendum, the recall,—these are means secured; the "Brooklyn Idea", the transformation of the Chicago council, the Newport plan,—these are illustrative examples of enforcing the popular will.

Such points serve to suggest the purpose and value of the book, which crystallize in the presentation of the National Municipal League's "Municipal Program." A full discussion of the Program is followed by the text of the constitutional amendments and the municipal corporations act of which it is composed.

The hitherto uninformed should read this book, as well as those who have in some measure comprehended the errors and sought the remedy which the author has been definitely instrumental in applying.

A Notable Advance in Road Building

In small cities and towns and in the suburbs of large cities, it has been difficult to find a low-priced, durable pavement. Stone, brick and asphalt pavements are out of the question, owing to their high price. Macadam has been most largely used, but the difficulty with macadam is that it has been found incapable of withstanding modern traffic, especially automobile traffic. The shearing action of the rear tires grinds the macadam surfacing into fine dust and this means the rapid disintegration of the roadway. Dust is also a menace to health. It is one of the potent causes of the spread of tuberculosis. Many a beautiful suburb has been ruined by the dust nuisance, and the value of property is frequently impaired. On roads where there is much automobile traffic it is often impossible to ride or walk, or even to venture out on the veranda.

Macadam was quite satisfactory under the old horse-drawn traffic, but needs an *additional binder* if it is to withstand the strains of automobiling.

As the result of experiments which originated in France in 1900, certain grades of prepared tar are now used very successfully for this purpose. They give the macadam a certain plasticity so that it yields without pulverizing under the heavy traffic.

The tar preparations which are sold in this country for the purpose are produced in three grades, known respectively as Tarvia B, Tarvia A and Tarvia X.

The "Tarvia B" is the lightest in consistency and is applied from a sprinkling cart. Being very fluid it percolates readily into the fine pores of the macadam and hardens there, turning the surface into a kind of rubbery concrete. Horses hoofs on such a surface are noticeably quiet, the usual metallic ring of the horses shoes on the stone completely disappearing. The surface is waterproof and will not ravel on hillsides in storms,—and most of all, and best of all, the surface is as dustless as sheet asphalt,—more so in fact, because dust which is blown upon the surface is pounded into the plastic surface and held there.

The "Tarvia A" grade is more viscid than

SEVENTY-FOURTH PLACE, CHICAGO, ILLINOIS

Macadam road built with Tarvia X. The character of the neighborhood would apparently not justify the expense of sheet asphalt, but the tarviated road gives equal cleanliness and dustlessness under the light traffic for a fraction of the cost

Tarvia B and is used in the coarser texture of a newly surfaced road; while "Tarvia X", the densest of all, is used in the foundation stone of newly built roads.

It is evident from the above that one or another of the various kinds of Tarvia can be used on any kind of macadam, from an old well-worn road to building a new one.

The great merit of the Tarvia process which brings it into favor with engineers and Street Commissioners, is the radical reduction which it affects in maintenance cost. In many places where the traffic of automobiles was so heavy that the macadam surface would last but a few months, the use of the Tarvia process has made renewal of the top surface necessary only once in 12 to 18 months.

The cost of sprinkling a macadam road, which runs very high when the totals for a whole season are considered, is entirely saved if Tarvia is used. By making this sprinkling unnecessary and reducing the abrasion of the road the Tarvia treatment more than pays for itself.

The success of the Tarvia treatments in various parts of the country has invariably been followed by many petitions from property owners for the extension of the treatments. Some of the prettiest sections of our cities have been ruined for residential purposes by the dust nuisance. When property owners beautify a section of town, it immediately becomes a favorite route for the automobilists. Many an enthusiast for local improvement has met the discouraging response, "We don't want a crowd going through here," and many a road that might be a splendid thoroughfare has been allowed to lie neglected.

The Tarvia process remedies all this. No man objects to having traffic on his street increased if it involves no nuisance to himself. In fact, traffic that brings with it no dust or noise is a benefit rather than a detriment to residence property.

TARVIATED ROADWAY AT LAKE FOREST, ILLINOIS
Tarvia protects the road against undue wear from traffic that centers around the railroad station

The fact that the Tarvia process costs nothing, but in fact reduces costs, has made the development of this kind of road very easy, although it is only a few years since it was brought to the attention of American road engineers. Some towns have made quite a specialty of the tarviated road, working out their own method of using the materials, educating their workmen, and getting the costs down to a minimum. Montclair, N. J., has been doing it for years. Somerville, Mass., has likewise done much of it. Mr. Asa Prichard, Street Commissioner of the latter town, began using

it in 1906, and so popular were the tarviated roads with the property owners that the treatments have been extended by leaps and bounds. In 1909, 50,000 square yards of macadam were built with Tarvia X, and 200,000 more were made dustless and durable by the Tarvia B process. The dustlessness of Somerville on both its main streets and in its quieter residence sections is one of the finest and most-talked-of attractions of the town.

In large cities Tarvia is in constant use wherever macadam is used, especially on the macadam thoroughfares which lead out to attractive country districts. In the boulevards and parks it is employed for the sake of reducing expenses, and its use is a regular feature of work in Chicago and Boston. The broad, smooth boulevards through which the automobiles speed without raising a particle of dust delight the citizens on the sidewalk no less than the citizens in the cars. We shall yet hear of the "dustless city," and if such a city is possible, nothing less can claim to be a "City Beautiful."

Full information regarding the Tarvia treatment may be had by addressing the nearest office of the manufacturers,

THE BARRETT MANUFACTURING COMPANY

New York	Chicago	Philadelphia	Boston	St. Louis	Cleveland
Cincinnati	Minneapolis	Pittsburg	Kansas City	New Orleans	London, Eng.

The American City

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Table of Contents

HON. MICHAEL H. SULLIVAN
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Director Boston Children's Aid
Society

REV. THOMAS I. GASSON, S. J.
President Boston College

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Commerce

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Director Boston Chamber of
Commerce

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Vice-President Boston Chamber of
Commerce

JAMES P. MUNROE
Chairman Massachusetts Commission
for the Blind

HENRY ABRAHAMS
Secretary Central Labor Union

REV. JOHN HOPKINS DENISON, D.D.
Chairman General Church Committee
of the Boston-1915 Exposition

SOME OF THE DIRECTORS OF "BOSTON-1915"

An Exposition That Mirrors a City

By Everett B. Mero

Boston has evolved a new type of public exposition. Inhabitants of New England and all persons concerned with making cities more interesting places to live and work in are invited to observe it—now.

The "1915" Boston Exposition is its title. The old Art Museum Building, on Boston's world-famous Copley Square, is its home. November 1st to 27th, inclusive, is the period of its visible physical life. It was born and nursed and presented to the world by the directors and a special advisory committee of Boston-1915, with the support or coöperation of many organizations and business concerns.

This "1915" Boston Exposition is a practical showing of the machinery by which a municipality is made alive and progressive. Reformer-cranks with rows of figures and freak-schemes are by the policy of the management kept in the background, or have been shown how to tell their important stories in ways that will command attention from people who are more concerned in earning their livings and enjoying life than in acquiring special knowledge of or interest in civic betterment and higher citizenship.

Enlisting Public Support

In bringing about general coöperation to make such an exposition possible, the planners of it sent out a statement of "3 reasons and 5 ways" for folks to help, which showed the ideas in the minds of the promoters:

First: It is your Exposition. It is everybody's undertaking. As a Bostonian you want to make it a success—your success.

Second: It will show what Boston already has, what other cities have that Boston hasn't, what Boston could have by "pulling together" for it, how to get these things at the least expense.

Third: This Exposition will show: how to reduce taxation; how to stop waste of human life, waste of human happiness, waste of money; how Boston can be made the best city to work and to live in.

This Exposition will be an object lesson showing what Boston can be if everybody helps. So everybody needs to take it in.

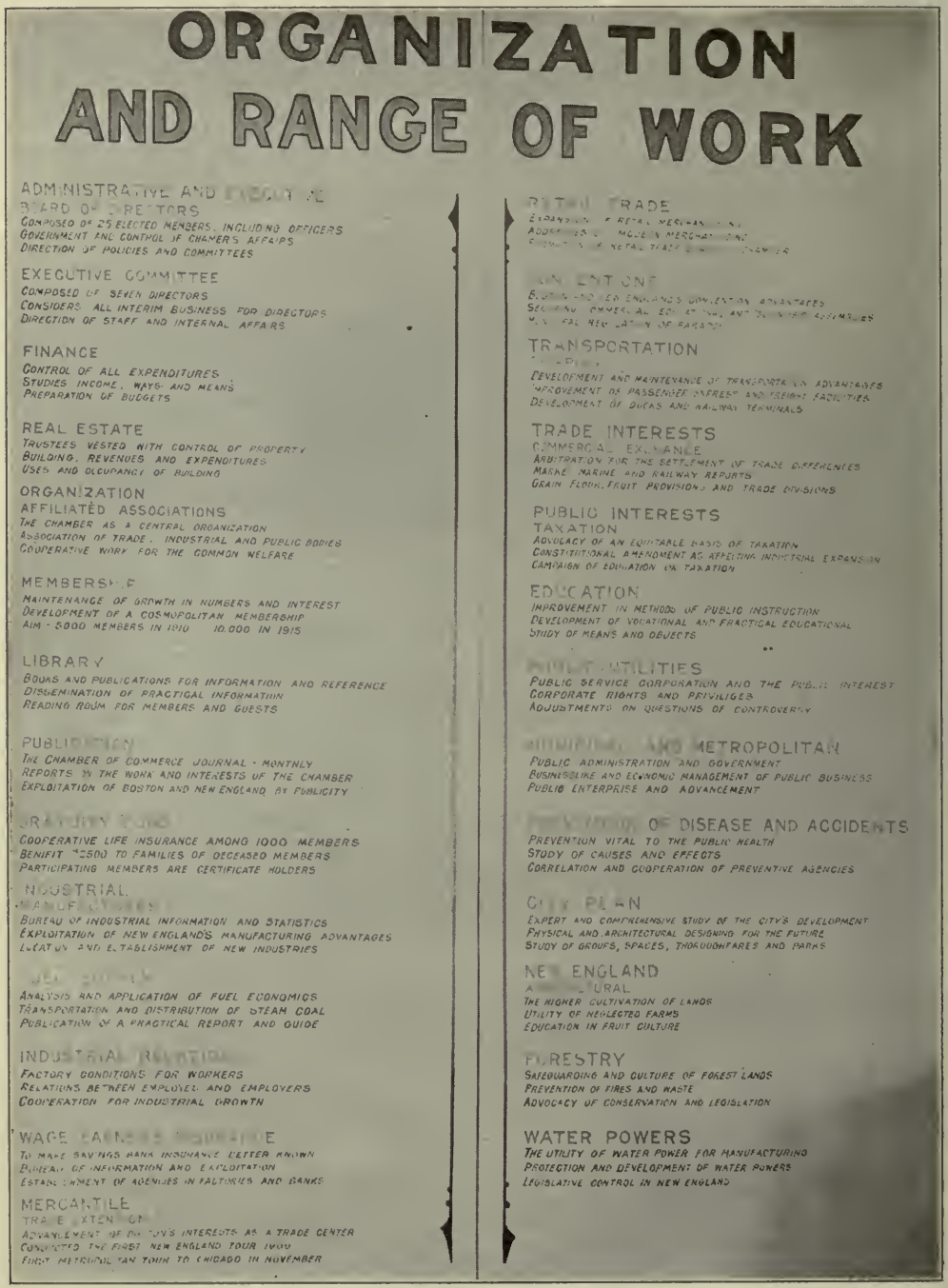
As executive director of the Exposition a professional promoter or manager of public fairs and exhibitions was engaged, but the policy and general oversight have been retained in the hands of the board of directors of the Boston-1915 plan and an advisory committee of citizens. A great deal of work was done by volunteer service. For example, several printing houses contributed needed matter, contractors supplied labor free, the city coal exchange members presented coal for heating the Exposition building, a noted firm of interior decorators expended hundreds of dollars in making beautiful the grand main stairway, a gas company supplied illumination for 35 gas flambeaux or Greek torches for the exterior of the building, while an electric light company and the gas company lighted the interior rooms.

A large corporation with 90,000 patrons agreed to enclose with its monthly statements notices of the Exposition. Several mercantile houses promised to enclose circulars with each package of goods or in each letter mailed. One hundred thousand seals or small stickers were given as the contribution of a manufacturer in that line; the stickers were used by stores and business offices on their bills, correspondence and packages; one department store used 25,000.

The same spirit of coöperation showed itself in about all phases of the advance work of preparation. Churches, schools, social organizations and the other factors in municipal life seemed to be about equally concerned in taking advantage of this chance to join other groups or interests to make "a living picture of the Boston of today and tomorrow."

An Exposition for the People

Exceedingly fortunate in securing the abandoned Art Museum as temporary house for its features, the planners have worked out a show of real interest to the people—to everyday folks who don't care a toothpick about statistics and deep sentences of professional uprooters of present bad methods of doing things. At the same time practically everything displayed in the 89,000 square feet of exhibition space has



ORGANIZATION AND RANGE OF WORK OF THE BOSTON CHAMBER OF COMMERCE. THE SCHEDULE SHOWS HOW VARIED ARE THE ACTIVITIES OF THIS WEALTHY AND POWERFUL ORGANIZATION

the hall two rival organizations have called a truce sufficient to make possible an extensive and notable exhibit of drawings and plans for public and private buildings by the Boston Society of Architects and the Boston Architectural Club.

Upstairs the Woman's Municipal League shows how vegetables should be protected in grocery stores to keep away flies, dogs and other unwholesome contamination; and why the smoke nuisance should be abated. For the special benefit of mothers the proper care of babies is shown by a physician who lectures, a trained nurse, a baby and its mother. The League also presents a series of photographs showing recreation and social center work in Rochester, N. Y. Alongside is a large map upon which is indicated the social centers maintained in Boston.

Railroads like the Pennsylvania and New York Central show models of present and future improvements of public interest. Massachusetts and Boston street railway companies show photographs of points of interest reached over their lines. The Boston Elevated Company shows models of subway and elevated stations now under construction. The New England Telephone & Telegraph Company has set up an exchange, whose attendants explain to crowds the mysteries of telephone communication.

A model of Boston as it looked in 1775 is in a room adjoining a new model of the city as it is now, with buildings, streets, park, ponds, bridges and accessories properly represented in place and to scale. By an arrangement of the new model, or relief map, made by Curtis for this Exposition, visitors see the city as if looking down upon it from an airship.

The State Bureau of Statistics has an exhibit of reports and comments thereon whose purpose is to bring about more systematic and accurate accounting methods by city officials. The need is illustrated by actual reports that have been received by the Bureau, with the wrong figuring and incomplete statements.

The Associated Charities illustrates its conception of the value of organized charity

MODEL OF BOSTON AS IT APPEARED IN 1775

Practical Details of City Administration

The city of Boston occupies considerable space to show citizens what several departments are doing. The executive department, or the mayor's office, shows how city bills are contracted, how money is raised to pay them, and the process of expenditure. The wire department shows how inspections are made in its work. The street department shows the tools and wagons it uses and photographs of certain phases of street cleaning and sanitary work. The bath department shows views of open-air and indoor baths, gymnasiums and other features under its control.

effort for economy and effectiveness. A ladder of ten rods is shown, each rod bearing a 16-lb. weight, this illustrating separate efforts by ten organizations, the total weight being 160 pounds. A compact bundle of 16 sticks bearing a 600-lb. weight shows graphically the increased efficiency of united effort and coöperation. A telephone switchboard with colored ribbons running to various localities in the city indicated on a large map illustrates the uses of the Associated Charities headquarters as a central clearing-house for charity information.

The Massachusetts Civic League presents proof of its activities, including its work in combination with the Playground Association of America, by which 40 towns and cities of the state adopted a compulsory playground law last winter and spring.

The story that this Exposition is intended to tell is recited by over 200 separate exhibits by civic, social, educational and re-

ligious interests of the city. Supplementing these exhibits are others from various parts of the country and from Europe.

How the Other Half Lives and Might Live

As an example of the method for making exhibits interesting and graphically effective the housing committee of Boston-1915 presents a subject. Instead of merely posting up placards stating that so many people live in the slums of Boston, in dirty tenements and in generally unhygienic surroundings, and that they might live in decent tenements free from dirt, filth and overcrowding at practically the same expense, the committee has actually reproduced a tenement that exists in the North End section of Boston. The real tenement is exactly duplicated in size and appearance. The old rusty, partly broken stove, dirty floor, kerosene lamp with smoky chimney is in the kitchen. The rickety beds with noticeably soiled coverings, old clothes and hats hanging promiscuously about, and enough of the other features are reproduced to present a truly vivid picture of actual slum life.

Alongside this tenement with its bad conditions is shown another tenement which might take its place. The model tenement has practically the same furniture and fittings, but it is all clean and decent, and there is a modern bathroom. The housing committee shows that the cost of the model tenement to owner and occupants may be practically the same as the other. The rent of the bad tenement is $12.00 a month; the good tenement may be rented for $12.50.

While making preparations for this exhibit the housing committee found, and verified the fact by a special canvass, that the most densely populated block in the United States is not in New York City, as in generally supposed, but in Boston.

Making Education a Recreation

Because of the plan of injecting life into exhibits in all departments, just as in the good and bad tenement demonstration, the Exposition is not only a surprise to most people already interested in methods of social and civic betterment, but is actually almost as much a source of interest and attraction to ordinary everyday folks as food fairs and the like, which are gotten up mainly as shows to abstract the dollars from individual pockets.

This Exhibition is not intended to make money, although the directors and committee in charge presumably have no objections to finding a useful balance on the right side of the ledger when the reckoning-up time comes. No charge has been made for space except to half a dozen commercial exhibitors in harmony with the undertaking, and there are no side shows. A normal admission fee of twenty-five cents lets a visitor see everything. Nevertheless, it appears that a financial success is likely.

Although being primarily for educational purposes the "1915" Boston Exposition management realizes that to effectively gain its ends the public must be attracted in considerable numbers. Therefore there are numerous attractions such as a woman's orchestra, concerts and other music; moving pictures imported from abroad and others especially made for exposition purposes;

MODEL OF "A BOSTON GARDEN CITY"—A FEATURE OF THE HOUSING EXHIBIT

The sign attached to the model reads: "This is what workers' dwellings in Boston will look like with proper city planning. Playgrounds and Neighborhood Centers handy. You can have a 6 room house for $18 a month, or a smaller one for less, or a 3 room tenement for $9. Plenty of air and light. A garden for the little ones to play in under their mother's eye."

stereopticon lectures; talking arc lights, shown in public for the first time in Boston; blind people at work at trades; college students engaged in laboratory work; Italian marionette theatre; the original Curtiss biplane which won the world's aviation prize at Rheims, for which the Exposition management contracted to pay $4,000 rental; and other features of popular interest.

The "1915" Boston Exposition was prepared in three months' time. This is undoubtedly a somewhat typical American way, although a little more hasty than the traditional Boston methods of doing things. Perhaps it is due to the haste that there are some imperfections—things that some critics would have done otherwise, and sections that are undeniably incomplete or not entirely coördinated.

A Success of the Best Kind

But the main point to consider in making an answer to the question, "Is the Exposition a success?" is that it was not primarily intended for advanced sociologists nor for any other class of experts, but for the people in general—for the man in the store and factory, the woman of the home and the shop.

As a matter of fact there seems to be enough to really interest practically every man and woman who visits the demonstration. Whatever their trend of mind may be in advance, they evidently find enough to make it worth while to be there. Repeated visits are common.

This point is important. Such an effort, intended to attract the average citizen and avowedly to give education in civic affairs to persons not in the habit of caring very much about such matters, would fall very far short of its goal if the visitors did not become really interested. Once a natural interest is aroused, the ground has been prepared for seed from which grows good citizenship.

This point is important also to other cities who find need for arousing individual civic consciences. If this experiment is a practical method, then what is going on in Boston is of real moment to them.

Judging of the success of such an undertaking at this early stage must be imperfect. But numerous personal talks with various types of visitors, ranging from an office building janitor to a globe circling journalist from South America, and continuous observation of the actions of the crowds from day to day, seem to indicate that Boston-1915 people have hit upon a useful, practical way to get people to take notice and at least to think of their personal relationship to their own city's life and progress.

A "MODEL HOME" FOR THE SUBURBS

Shows the proper surroundings for a home in the country, in a "garden city," or in the outskirts of a large city, with fruit trees, small garden, hen house and conveniently arranged living house.

Its Accomplishments, Hopes and Reasons for Existence

Whenever a man hears the mystic phrase, "Boston-1915," he naturally hastens to ask what it may be and why. Only now and then is an intelligent answer gained. The present "1915" Boston Exposition makes a reply to the query of timely importance.

Saying in plain, everyday American just what it is has puzzled many a good language modeler whose business it is to fashion masses of raw words into clear cut sentences that have points sharp enough to penetrate abstruse comprehensions. Almost every attempt at a concise definition has succeeded in telling part of the truth, but none has yet compressed into a single short paragraph a definition sufficiently comprehensive and sufficiently clear to tell the ordinary, everyday you and me just what this Boston-1915 actually is and may become. Perhaps as good a single sentence definition as has come to notice is this: "Boston-1915—a clearing-house for city improvement plans."

Another short answer is contained in a paragraph from the original statement of the project:

"The Boston Plan is a proposition to give a continuing interest in the life and growth of Boston and so to secure the help of all the people of the city in making the plan complete and in carrying it out."

An official statement, approved by the directors, says it is a plan by which it is designed "to give to undertakings for the common welfare the strength of united action of all the forces, organized and unorganized, which already are making for good in the whole city. It conflicts with no organization, nor does it duplicate any work now under way. On the contrary, by bringing about voluntary coöperation, it establishes an active center through which every organization may reasonably hope not only to secure the help of every other, but also the help of the large body of the public which does not belong to any organization."

In a Year-Book and Catalogue, soon to be published, the accomplishments of the movement during the few months of its existence are set forth and the methods of procedure for future activities are outlined as follows:

Boston-1915 is a simple, practical proposition to apply to the activities of the city what every well managed business partnership applies to its factory, shop or store—to have every department working in close coöperation with every other, in order that results may be produced most quickly, economically and satisfactorily.

Boston-1915 does not expect to perform miracles. It hopes in the next five years to see some things finished and others so well started that they are sure to be completed properly. And there are still other things which can never be regarded as done

once for all, but which it is hoped Boston will be set in the best way of doing—things that must continue to be done as long as the city exists, such as competent street cleaning, adequate sanitation, intelligent planning of physical expansion, and proper provision for people's health, comfort and recreation.

The reason for selecting "1915" as the year in which Boston should make an examination of what it had succeeded in doing or in getting started, was that much is gained by definiteness in such matters, just as a man or woman is more certain of really doing a thing by saying in advance: "I will do it before the first of next month," than by saying: "I will do it some time." And while if things are to be done right they cannot be hurried, yet they should not be dawdled over; so for the right doing of such big things as a city needs, five years seemed a reasonable length of time to set from every point of view.

Summed up, Boston-1915 proposes to help all the partners in this great business of making a community—all the men and women, boys and girls—to work together with the least waste of time, energy and money; and it proposes to help them increase the efficiency of their work by making with them a schedule of the things that should be done, setting the time when each should be finished or should be started on a permanent basis, and checking up progress from time to time to see that all is running smoothly.

Although Boston-1915 came into being only at the end of last March, there are already two or three things which illustrate the function which this new movement is intended to perform, and the way in which its work will be done. These are the establishment of a series of athletic games for the boys of Boston, who could not leave the city during the vacation season; the introduction of a vocational bureau into the school system, so that the boy or girl who has to go to work shall make a start at bread-and-butter earning in the direction that will lead to the greatest success in life; the testing out of a theory that much of the contagious sickness among children can be prevented by careful inspection on the opening day of the schools, and the reservation of benches on the Common for the use of women during the noon-day hours.

Boston-1915 raised the funds and gave the prizes for the athletic games, in order that the boys might learn by experience the importance of taking care of their health, that the "gang spirit" might be diverted from mischief into useful chan-

MODEL OF MASSACHUSETTS STATE SANITORIUM AT RUTLAND, 1150 FEET ABOVE SEA LEVEL. THE FIRST STATE INSTITUTION OF ITS SORT IN AMERICA

nels, that the value of playgrounds and their true purpose might be better understood, that a wholesome district rivalry might be started, and that healthful recreation might take the place of harmful idleness. It secured the coöperation of thirty of the best physicians in the city to make the medical examinations of would-be-entries. Then it turned over the entire management of the games to the Playground Association. The size of the undertaking appears in the statistics of the games: 1775 entries altogether for the 24 meets; 450 entries in the final meet; 5,000 spectators at the last contest alone.

This illustrates how Boston-1915 proposes to carry out work which it initiates—by putting it into the hands of whatever organizations already exist and are expert in doing it.

The introduction of vocational work into the public schools illustrates another function of the movement, viz., that of finding

trating social, material, artistic and individual conditions in the city of Boston and proposed improvements therein.

The incorporators and officers are the same for both companies. Edward A. Filene is chairman, James P. Munroe is acting treasurer, and Henry Abrahams is secretary. · · ·

The most recent move of Boston-1915, aside from the Exposition, is to sell shares to the public generally, in order to secure a real individual relationship to the work projected, as well as to furnish funds to carry it on. The shares may be bought at $1.00 each. A canvass of the city is now in progress. Up to this time the expense of maintaining the movement has been borne by the directors. Now they evidently think it time that the public who are to be benefited should help pay the bills.

Municipal Accounting and Auditing

By W. M. Williams

Secretary and General Manager of the Universal Audit Company of New York

A municipality, township, county, state or nation may be likened in many respects to a commercial corporation. Each is a corporate body, and derives its powers from stockholders. The tax-paying citizen and voter may well be termed the stockholder of the corporation politic.

The commercial corporation exists for the purpose of so employing its capital that dividends may be earned and distributed to its shareholders. The original capital investment of the shareholders is intended to yield a return, and no further demand is made upon the shareholders unless the corporation proves unsuccessful and is reorganized.

The corporation politic exacts from its shareholders annual or more frequent payments of money in the various forms of taxation.

Aside from the primary and subsequent investment in real and personal property, which constitutes a real shareholder in the corporation politic, these periodic demands must be liquidated or become a lien against the original investment.

The efforts of commercial stockholders to secure the services of the best available trained men to conduct the affairs of their corporations are so well known that citation is here unnecessary. The daily press chronicles the engagements with biographical sketches of those sought. Each proven executive has at his command men who are equally versed in the divisional requirements of the corporation. Further, from time to time, professional assistance is procured to assist in the upbuilding and eliminating process; all with the desire to increase the earning powers of the corporation.

On the other hand, men untrained in executive duties are often elected to office,—men whose chief ability lies in vote getting and who are totally unfitted for the duties before them, although successful and highly respected citizens in their ordinary walks of life. Seldom is the appointive power or the employing privilege such that trained men can be employed to supply the talent lacking in the officeholder.

Existing Conditions and Their Remedy

It is not the purpose of this article to attack our constitutional right to elect whom we please or whom it pleases the political bosses to name. The object is to draw the attention of all right-minded and thoughtful citizens to existing conditions; to point out how governmental conditions have not kept pace with the commercial world; to show that there is at least a remedy that will afford a beginning of better conditions, and one that is available for immediate application.

This may more clearly be done by contrast; and, since the two corporations have many points of similarity, the comparison may well be continued to a logical conclusion.

Cash, or its equivalent, credit, forms the basis for all enterprise, commercial or

governmental. We will assume, therefore, that each corporation has a sufficient supply of cash to meet its requirements when beginning.

The commercial stockholders will not only require but demand that an accurate accounting be made of the sources of receipt and disbursement. That the proper authorization is had for each expenditure, and that all are analyzed to the fullest possible extent consistent with advantage to be gained from comparison.

The conversion of cash into merchandise, raw materials, supplies and labor is done under more or less like conditions in both corporations; but in the commercial there is ordinarily a well defined routine by which each and every step and phase of the transaction is carefully tabulated to guard against error and to establish a referable record. The corporation politic is not equally careful, hence the records are usually meaningless, either through intent or ignorance.

The materials, supplies and labor used in manufacture, construction or maintenance, together with all items in the nature of expense, and not directly chargeable to the article produced, are tabulated and allocated to their respective classifications, that the managers, executives and directors may determine the cost of production, construction and maintenance, and, from the knowledge thus obtained, formulate successful policies. To secure this valuable information, for its value is now recognized, vast sums of money are expended.

Periodic Audits a Business Necessity

The verification by a periodic audit and examination is also considered necessary by the commercial corporation, because the officers and those engaged daily in the collection and preparation of the data may have been influenced by personal motives. As a general rule the verification is made to assure those interested that the history of the transactions is complete, correct, and therefore reliable.

If this care and expense are found to be both necessary and valuable in the commercial world, it must follow that the same or like operations will prove of value to those engaged in the administration of a governmental organization. Why not then insist that each governmental unit be provided with a complete scheme for analytical accounting of its receipts and expenditures, and that an annual audit be made to determine the correctness of the accounting?

Much has been accomplished by the present Comptroller in providing New York with a proper scheme of analytical accounting. More could have been done had the services of trained professionals been employed, because they would have given their entire time and attention to the correct solution of the problem in hand, uninfluenced by politics or by the daily operations of the various departments.

No executive can give even a portion of his time to the problems of organization, or the employment of proper methods except by taking that time from the daily attention to the transactions for which he is responsible. He can employ professional assistance trained in the principles of organization and their proper application. He cannot employ any one to carry his individual responsibility delegated to him by higher authority.

The jurisdiction and responsibilities of a governmental officer are fixed by law, just as a corporation, in its by-laws and by resolutions, places the executive functions of its officers. These cannot be transferred except by the sanction of the creative power.

Man recognizes the necessity for advice and aid, and the laws permit procuring of professional counsel, legal or otherwise. Where such laws do not exist, or modifications of present laws are necessary, the means are at hand and need but to be utilized.

Accounting That Really Accounts for Expenditures

A proper analytical scheme of accounting for a governmental unit should comprehend the sources of all revenues properly classified and described. When appropriations are made, and authorized by the officials so empowered, the amounts so appropriated should be withdrawn from their respective funds and transferred to the various records in which the charges to be made against them will be tabulated. A full description and authoritative entry should cover each such transfer.

Each charge against an appropriation should be carefully examined as to its official character and authority, and, when

found in order, charged against its appropriation and analyzed into its constituent elements for comparative purposes. As much care should be exercised in scrutinizing the authority for the charge and the recipient authority as is given to like items in commercial pursuits.

When revenues are anticipated, care should be taken to transfer the amounts authorized from the accounts representing the sources of future revenue that the existing deficit may be plainly indicated. Much confusion and embarrassment will thus be avoided.

Statistical reports should be compiled from the accounts so kept, showing the cost of proceeding in each department or improvement and maintenance together with resultant revenues if it be a producing factor. Comparisons with past periods should also be shown, that the officials may judge of economics or justified increased expenditures.

Professional auditors should be employed at the end of the fiscal year to make a complete audit of the accounts and report for the year. The necessary time to do the work thoroughly should be allowed them, and care should be exercised in the selection, that the report may be placed before the public as being entirely unprejudiced.

Paying Dividends of Economies

Will it pay? It will. The citizen taxpayer and voter should insist upon it just as urgently as the commercial shareholder does.

Why will it pay? Because it will be the means of insuring legal if not always proper disbursements of the revenues. Because it will let the light into dark places, and there will be no deception and covering up of transactions that are not proper. Because it will insure to every honest man who serves his government a retirement with a clean record. Because it will thus permit men, who now fear to do so, because they value their reputations, to take upon themselves community responsibilities which they now avoid.

We are not consistent. We ask for publicity in our commercial corporate affairs. Why not begin at home?

How can we ask an unsupervised government official to act as a supervisor over our commercial affairs? We are constantly prating about publicity, let us have a little of it nearer home.

We have all kept pace with commercial changes, insensibly perhaps, but of necessity. Now is the time to apply some of the lessons that we have learned. Efforts have already been put forth in this direction. We should increase them, and all lend a hand.

Our consular service has been removed from the so-called "realm of politics," and placed on a "business basis." The taxpayers who utilized this particular feature of the government insisted upon it. The result is that only trained men are now appointed to the consulates.

The able business men of a community shun political preferment. They give various reasons, none correct. They dislike the possibility of notoriety. "There's the reason." Remove the cause and you will speedily change the effect. If the citizen desires clean methods, he may have them by exerting a little effort.

Let us have a complete, certified analytical report published after the close of each fiscal year, and we shall soon see a radical change in the character of our public servants.

Mud slinging will cease!

The National Municipal League

By Clinton Rogers Woodruff

Chairman Board of Personal Registration Commissioners of Philadelphia

An outside view of an organization is always interesting, especially when it comes from a fair and discriminating observer who has an intelligent knowledge of the subject. I came across such a view of the National Municipal League the other day in the private report of an active executive of a local mid-western municipal body, prepared for the information of his colleagues in its management. It impressed me so much that I sought and secured permission to use it, on the condition that no local names be used. It is reproduced here, in part, as an effective statement of how the general work of the National Municipal League as focussed in its annual meeting is regarded:

Four general divisions or classes of civic work embraced in the "curriculum" of the National Municipal League were represented in Pittsburg (November, 1908), and I take it that these four classes may be said to constitute the whole of the general movement to improve the government of cities in this country. They were designated in the program of the convention, and will be readily recognized, as the "Voters' League" idea, the "Bureau of Municipal Research" idea, the "City Club" idea, and " Civil Service Reform."

In all of these "ideas" and their various expressions, the National Municipal League is interested and aims to keep in touch, bringing together each year their exponents from all parts of the country for the benefit of personal contact, exchange of thought and information, and for the opportunity to listen to thoughtful papers especially prepared by active participants, to epitomize the year's experience and contribute to the annual advance in understanding of our municipal problems and the practical methods of meeting them.

The convention is a clearing-house for the work of organizations actively interested in the welfare and regeneration of American cities, and my opinion is that no such organization as ours ought to fail of being at least represented at each annual convention. Every member of our committee who can should attend, for the sake of the inspiration which the meetings hold for men interested in the work; and I may add that the bare pleasure of the social intercourse with these gentlemen, many of whom stand high in their respective communities, is worth the effort of attending.

They are all intensely in earnest; and while these meetings help one to realize the magnitude of the task before citizens determined to have at least a semblance of efficient city government in the United States, whether by the correction of administrative methods or by the election of more efficient and honest public servants, or both, no note of helplessness to realize such hopes enters into the deliberations or the addresses of the delegates; and one returns from such a conference with the conviction that these volunteer, and for the most part unpaid toilers for good government, comparatively few in number but backed by a growing public opinion, must eventually triumph over the lessening hordes of machine politicians who have for many years determined how our cities shall be governed. *Such good-natured determination yoked with brains and tact will surely reap success in large measure.*

There is not the slightest indication of quitting or even letting up in all the range of civic effort embraced in the paternal interests of this national organization. In fact they boast amongst themselves that few, very few, local organizations have quit the field, unless for the purpose of merging with another on practical grounds.

These men, many of them, are surprisingly familiar with the local affairs of other cities; and it behooves a delegate to be well posted on his own city and state laws and history if he is to answer correctly and intelligently the questions that are fired at him in and out of meeting at these conventions.

Contrary to an opinion I had formed from some recent correspondence and reading previous to this convention, I believe there is no real lack of harmony between the several "schools of thought," as they may be called, which exist among municipal reform students and workers. That there are distinct varieties of thought and conviction as to the most satisfactory methods of correcting governmental abuses in cities, nobody will deny who has mixed with the delegates to one of these conventions, or listened to the several lines of argument presented at the sessions. There are those who hold without qualification to the belief that if the administrative system can be perfected upon a basis of business economy, and properly safeguarded, it makes little difference what kind of men are elected.

These men are exponents of the newest "idea" in municipal reform, which found its first expression in New York City and appears likely to spread. Its work has been highly successful in arousing the taxpayers and voters of New York to an understanding of the frightful economic waste and plunder that have existed and still exist even under reform administrations.

CHARLES J. BONAPARTE
President National Municipal League

The principle underlying this movement is the same general one that underlies all or most successful civic work, viz: the education of the public by advertising the results of investigation and observation—in one word publicity. "Facts," says Dr. Lyman Abbott, "are the most powerful factors for reform;" and the dissemination of facts after their ascertainment is generally the principal business of these organizations, whether they be facts concerning public officials and candidates for office, or concerning the system provided to guide them in the conduct of public office, or to control their efforts to reach public office.

This concludes the quotations from the report, which in its entirety is a most suggestive document, and may itself be cited as a fruit of the League's activity.

A Purveyor of Facts

Primarily the National Municipal League may be said to stand for the ascertainment and dissemination of facts and their careful, sustained study. Indeed no small part of the League's influence is due to its annual volumes of proceedings, which are regarded as storehouses of facts and their intelligent discussion. The extending use of these books by colleges, libraries, administrators and general students constitutes striking evidence of their usefulness.

There is one phase of the League's work which is entitled to further elaboration. A Wisconsin mayor (B. G. Edgerton) in an address before the League of Wisconsin Municipalities declared:

> "People in every community are becoming aware of the great force which a city full of loyal energetic people banded together represents. They begin to see the results of co-operation in civic development, and to know that running their city, and running it right, is of as much concern to them as running their own business. They know that care and progressive energy in the former is as profitable as in the latter, and they insist that their officers shall work along lines of well established principles, to the end that the taxes they pay shall bring the best results."

Thus did he emphasize not only the need for coöperative effort in municipal undertakings, but also the value of those organizations like the National Municipal League which bring municipal workers together for fruitful interchange of ideas and experience.

"This country is to be much more mutual in all its work," is the way a leading busi-

ness man of Omaha put the situation. "No city or state organization working by itself, but all coördinating their efforts for the betterment of all. The highly complex and interdepent life of modern times must find its expression in coöperation in a large way; while there may be innumerable organizations, each looking at conditions from its individual point of view, yet all these organizations, to be most efficient and helpful, must have a relationship to each other."

The Individual an Economic Unit

Theodore Roosevelt on more than one occasion expressed the same views. The following is perhaps the most effective form in which he did so:

"We of the United States must develop a system under which each individual citizen shall be trained so as to be effective individually as an economic unit, and fit to be organized with his fellows, so that he and they can work in efficient fashion together."

Another author (Miss Caroline L. Hunt), in one of her recent works, in the course of an argument for a greater degree of coöperation, especially as developed in the modern organization, asserted that she was much more effective as a member of the American Civic Association, which is making organized warfare against the advertising evil, than as a private protester and complainer, even if she took no further part in its work than to contribute her yearly dues.

CLINTON ROGERS WOODRUFF
Secretary National Municipal League

While the spirit of coöperation is gaining, it is not by "a long bow's shot" a dominant policy of action. The following excerpt from a prominent municipal worker in Cleveland, Ohio, a city which has made substantial progress in many directions of civic activities, is typical of many another community:

"I have noticed that it is rather difficult for outside (national) organizations to secure memberships in Cleveland, perhaps from a mistaken notion on the part of our citizens that we have done so much in Cleveland that other people cannot teach us anything. I hope that your organization will disabuse us of this notion."

Coördination Requisite to Success

No man, no city, can live unto itself alone. It needs the help and sympathy of others; it owes others help and sympathy. It is one of the principal functions of the National Municipal League to supply the needed coördination and coöperation between the various organizations of sundry types that are working for better municipal conditions. It is the clearing-house between all sorts of agencies, putting the experience of all at the disposal of each; it supplies an efficient and helpful relationship that has proved of great common benefit.

The National Municipal League has many lines of expert investigations and carefully planned constructive work. It has been an important factor in bringing news about the latest municipal developments to those who need it most. In the words of an active worker in New York, "It is simply great to have an organization to which one can go for the latest facts, and be sure of getting them at once or learning just where they can be had in the shortest possible time." Such service, however, can be rendered only through that coöperation which the League has organized and represents.

The League has gone a step further by bringing national as well as local organizations into mutually helpful relations. For two years now the League has held its annual sessions in conjunction with the American Civic Association. The third joint meeting will be held in Cincinnati, November 15-18 of this year. As a leading western paper editorially said:

"The very successful joint convention of the American Civic Association, the National Municipal League and the National Conference for Good City Government, at Providence, R. I., reported elsewhere in this issue, is evidence that the get-together spirit is growing among the civic improvement workers. When the forces and organizations working for civic betterment are as well organized as the forces of self-interest and graft the way to a more beautiful America will be open and easy to travel. As one of the speakers expressed it, 'The American Civic Association seeks to promote chiefly the outward beauty of cities and towns; the National Municipal League seeks to make better cities; both seek to make goodness concrete.' They can therefore well afford to work in harmony. The meetings were more largely attended than at any preceding convention."

The Objects of the League

These are two of many views of an organization which for fifteen years has been persistently at work to establish higher municipal standards. Organized in 1894 (which makes it the oldest of the national municipal bodies) its formally declared purposes are:

First: To multiply the numbers, harmonize the methods and combine the forces of all who realize that it is only by united action and organization that good citizens can secure the adoption of good laws and the selection of men of trained ability and proved integrity for all municipal positions, or prevent the success of incompetent or corrupt candidates for public office.

Second: To promote the thorough investigation and discussion of the conditions and details of civic administration, and of the methods for selecting and appointing officials in American cities, and of laws and ordinances relating to such subjects.

Third: To provide for such meetings and conferences and for the preparations and circulation of such addresses and other literature as may seem likely to advance the cause of good city government.

That it has measurably succeeded in advancing these ends may be demonstrated by its large and growing membership. There are over 1600 members, and 168 organizations with an enrolled membership of 162,473. There are other evidences, which I shall hope for another opportunity of detailing on some future occasion, although in concluding I may be permitted to quote the following from *"Every Evening,"* a leading paper of Wilmington, Del.:

GEORGE BURNHAM, JR.
Treasurer National Municipal League

"The National Municipal League, with its accompanying conferences for good city government, has done more for the betterment of municipal administration than any other agency of this character which now exists, or ever did exist in this country. The secret of this success is no doubt due to the fact that the members of this organization have no other interest than that of improving the condition of municipal government.

"Its members are not municipal office holders exclusively, but largely citizens and taxpayers, whose concern is the public welfare and not personal profit. All the members pay their own dues and their own expenses when in attendance upon the annual sessions, and having a sincere and unselfish interest in the cause, their best efforts are devoted to its promotion.

"The direct influence of this League upon the practical operation of municipal government in this country has been surprising."

NOTE.—After these pages were in type Mr. Woodruff informed us that Mr. Joseph McC. Bell, Secretary of the Voters' League of Milwaukee, had, at his request, withdrawn his objection to the use of his name in connection with the report from which quotation was made on pages 109 and 110.—*Editor.*

The Conning-Tower

Arthur H. Grant, Editor

The Ultimate Responsibility

The discovery that for many years its Treasurer has been putting out forged notes in its name has come as a great shock to the citizens of one of the smaller Massachusetts towns. For more than eighteen consecutive years this man has been the Town Treasurer, and his peculations have apparently extended over two-thirds of that period, and have amounted to upwards of $100,000, only $20,000 of which is covered by his bond. The responsibility for the placing of this crushing burden upon the town does not rest entirely upon the shoulders of the man or men who profited by the forgeries. The Selectmen could at any time have ordered an audit which would have cut short these peculations. In fact if there had been an annual audit of the right sort it would have entirely prevented the trouble, as it was only after years of immunity from such an audit that the Treasurer dared to venture on criminal practices. The ultimate responsibility rests, however, not on the Selectmen, though they were guilty of criminal carelessness, but on the voters and taxpayers, who were so indifferent to the business management of their town that they never asked for the ordinary safeguards which they would have demanded of the management of any commercial undertaking in which they were stockholders.

Citizen Stockholders and Their Rights

In his article in this issue on "Municipal Auditing and Accounting" Mr. Williams shows how similar are municipal and commercial corporations. As this similarity becomes more generally understood, and as the citizen begins to see himself as a stockholder in his municipality, the easy-going financial methods that now generally obtain in American cities will no longer be tolerated. There is no more potential dishonesty among city officials than among the officers and employees of commercial corporations. The former, however, enjoy an immunity from supervision which makes it easy to yield to temptation, while the latter know that irregularities cannot long be concealed. There are exceptions to both rules. Some cities are adopting proper methods of accounting and auditing, while some corporations still retain a childlike faith in the impeccable honesty of their officials, if not of their minor employees. In general, however, the cities are far behind the corporations in these matters. The very abundance of useless red tape often defeats its own purpose by making it physically impossible for officials to know to what they are attaching their signatures. What is needed, therefore, is not more bookkeeping but better systems of accounting, and auditing by experts who are not the political friends of those whose accounts are examined. The ordinary citizen, who has not given thought to the matter, would be astonished if he knew how primitive are the methods of accounting and how superficial is the auditing in most of our cities, and how easy it therefore is for dishonest officials to loot the city treasuries either directly or indirectly.

How the Money Slips Away

Generally the looting is indirect. Rarely do city officials of high grade steal, though their subordinates may do so because of inadequate supervision. But city funds are more often squandered than stolen. Prices far above the market values are paid for supplies and labor alike. Favored contractors are permitted to make inordinate profits. Sometimes the city official shares directly in these profits, more often indirectly through the political support of the favored ones. Perhaps most frequently the officials are entirely unaware that the funds are being wasted, because the accounting systems are too defective to bring out these excessive costs. This does not, however, relieve them from responsibility, for they should demand for their own sakes, as well as for the security of the trust reposed in them, thoroughly modern systems of accounting and auditing.

Today our cities generally are demanding improvements of all sorts, but in many instances these have to be postponed for lack of funds. Hitherto bonds have been issued, often recklessly, to eke out the ordinary income. Our cities have reached, or are rapidly approaching, the limit of their bonded indebtedness. There remains but one thing to do—to conserve our incomes, to save for useful purposes the vast sums that are being annually wasted. This cannot be accomplished without the adoption of modern methods of accounting and auditing. This, therefore, should be the insistent and persistent demand of all civic organizations. They will find city officials generally ready to coöperate with them heartily.

A Board of Trade of The New Type

In Kearny, N. J., there is a Board of Trade which has begun to open its eyes to its civic opportunities, and better yet, to take advantage of them. Last March, through the Superintendent of Schools, it offered a series of prizes to be awarded on Arbor Day to the pupils of the various grades for short essays on "How to Make Kearney More Beautiful," for the purpose of interesting "pupils and parents in shade trees, in well-kept lawns, hedges, and shrubbery, and in everything that tends to make our town more attractive and beautiful." The children responded with enthusiasm, and so many of the essays were excellent that the Board of Trade printed 24 of them in an attractive booklet.

How far-reaching will be the results of this experiment no one can tell. Scores of children have received an impulse to good citizenship which may affect their entire lives. More tangible results are already apparent in the improvements that individuals have made in their home surroundings. Moreover, as Kearny is so located that its attractiveness is a distinct civic asset it is certain that these improvements will accelerate its growth. Its larger population will increase the business of every member of its Board of Trade, and they will receive back many fold the small amount invested in the prizes.

This sequence of results has been followed out because so many boards of trade do not seem to realize the commercial value of the movement for civic betterment. Time was when the one that shouted loudest the name of its city got the most attention. That day is fortunately rapidly passing, and the "barker" type is giving place to a more far-sighted one, which, like the Boston Chamber of Commerce, proposes first to make the city worth living in, well knowing that increase of population and business will inevitably follow. Let those who, like the heathen of old, "think that they shall be heard for their much speaking," consider that for permanent results an ounce of improvement is worth a pound of talk.

Stimulating Civic Interest in Children

Inspired by the example and results in Kearny, THE AMERICAN CITY is endeavoring to enlist the school-children of America in the campaign for civic betterment by offering a series of prizes for the best essays on various phases of this subject. Details of the plan are being sent with this issue to the superintendents of schools and principals of high schools in nearly a thousand cities and towns. If we can once fix in the child's mind the civic ideals that are worth striving for we shall be developing a body of citizens who will see to it that these ideals are realized. At present all of the organizations that are working for better civic conditions are devoting ninety per cent of their energy to overcome the inertia of a generation that in its childhood never heard of the civic ideals of economy, decency, cleanliness and beauty. We were, most of us, brought up to consider slums of overcrowded tenements inevitable, hideousness as a necessary adjunct of rows of city buildings, parks as a semi-useless luxury, wastefulness and graft as ingrained in city institutions. Sanitation was in its infancy, playgrounds and public gymnasiums had not been thought of, smoke and noise were a sign of progress—the more the better. It is a herculean task to change the whole point of view of a people that has grown up with such distorted ideas of what is desirable and possible in cities. If we expect evil conditions, look upon them as inevitable, we shall doubtless have them. But, blinded though we are by our early misconceptions, we are beginning to realize that our cities can be as beautiful, as healthful, as clean, as well managed as we care to make them. To give this newer point of view to the rising generation is a task in which all should coöperate.

Outdoor Schools

By Elnora Whitman Curtis, A.M.

Honorary Fellow of Clark University

The care and education of defective children appeals to the interest of comparatively few people. The very word "defective" suggests the idea of feeblemindedness if not of idiocy or degeneracy. As degeneracy and idiocy, even feeblemindedness, are supposedly rare phenomena, the case of defectives in general appears to be the affair of specialists. When, however, one learns that according to recent estimates from three to five per cent of all school children are defective, the subject assumes new consequence. Furthermore in an overwhelming percentage of all school children careful tests reveal abnormalities that would otherwise remain unsuspected. Recently it has even been stated that 25 per cent of all school children are more or less abnormal. Such estimates force the problem of the defective child upon the attention of every one of us.

SHEDS FOR OPEN-AIR INSTRUCTION IN WET WEATHER, CHARLOTTENBURG

Within the last few years there have been numerous experiments for bettering the condition and caring for the health of school children. The feeding of needy children, providing school baths, vacation schools, playgrounds, school gardens and the like, all to the end of improving the condition of city poor, pointing the way to higher civic efficiency, have demonstrated their value and found permanent place. Cases of permanent physical unfitness have been provided for by various institutions, and special schools have been provided for the mentally weak. There has been a growing tendency, too, in different countries to recognize and provide for the "pedagogically backward" child, in distinction from the "mentally abnormal," by new systems of school grading. But for the child backward not on account of defective intelligence, but from impaired vitality due to incipient disease, the child who is unable to profit by instruction in school, and who consequently represents an annual loss to his municipality, no adequate provision has heretofore been made.

The First Outdoor School

The Waldschule, or forest school, at Charlottenburg, Prussia, is the first successful attempt at the solution of this problem. Inasmuch as it represents the beginning of the present movement for outdoor education which has extended to different parts of Germany, England and Switzerland, and now has reached us, though in somewhat modified form, a brief account of its origin and development may be in place.

For some time preceding the establishment of this school in 1904 the education of delicate and backward children had been much under discussion in Charlottenburg, for by means of the thorough system of medical inspection, which prevails there as in other German cities, school health records had been showing a very definite correlation between bodily weakness and mental inability. The coöperation of physician and educator resulted in the establishment of a forest-school, the idea of which was not altogether new, for

its germ appears in the recuperation colonies, or day sanatoria for children, which some years previously had been established in the woods surrounding Berlin. In these day sanatoria a small amount of instruction at public cost is given daily, enough to keep the children from losing the study-habit, though not sufficient to keep them up to regular grade work.

For the Charlottenburg experiment money was voted by the municipality, and an ideal site was chosen in beautiful pine woods within easy reach of the city. As the idea of the school was to have teaching and eating—even sleeping (for a two hours' afternoon rest or sleep is compulsory for all), in the open whenever possible, buildings of the simplest description were provided. Accordingly one finds there barracks containing school rooms, besides small buildings for baths, kitchen arrangements, etc., sheds open on one or all sides and numerous small shelters scattered throughout the grounds. School rooms have the simplest of furnishings—table and the light-weight chairs easily carried in and out by the children, besides stoves for use in the coldest weather, and ordinary school apparatus. Reclining chairs, rugs and wraps are included in the school equipment.

PRACTICAL LESSONS. ARITHMETIC BASED ON MEASUREMENTS MADE BY THE CHILDREN THEMSELVES

The school opened with 95 pupils, but the number was soon increased to 240. Children suffering from anemia, scrofula and the light heart and lung troubles, were selected from the elementary schools in the poorest districts by school physicians and teachers acting in conjunction. Those having infectious diseases were rigidly excluded. The school regime shows numerous interesting and significant departures, not only in the care and attention to physical needs, but in adjustment of the curriculum and the employment of methods which, as will readily be seen, are at once economical and effective.

Eating and Sleeping a Part of the Curriculum

The daily life is briefly as follows. Children arrive at about a quarter of eight in the morning and receive for their breakfast a bowl of soup and a slice of bread and butter. Two classes are held for two hours and at ten a luncheon of milk and a slice of bread and butter is provided, after which the children play, exercise or work. Dinner at half past twelve consists of meats with vegetables and soup. Then comes the two hours compulsory rest or sleep in reclining chairs out-of-doors, and at three the remaining classes are held. At four o'clock milk, rye bread and jam are served. Later than this no formal instruction is given usually, but children spend the later part of the afternoon in play or various occupations. A supper of soup, bread and butter is provided at a quarter of seven, after which the children return to their homes.

Six men and three women are employed as teachers, and instruction is given in the principal common school subjects. It is limited, however, to *two and one-half hours* daily. Lesson periods are short and separated always by five or ten minute intermissions, and classes number 20 or at the most 25 pupils. Opportunities for making formal teaching more objective, and for bringing it into relations with the surroundings are not neglected. Work in arithmetic is made more interesting and practical by actual measurements of trees and distances with tapes; geography by making relief maps in sand to scale. A strong impulse is given to nature study,

which, of course, by the substitution of plant, animal and insect life for dried specimens or book descriptions, gains incalculably. Poetry and songs dealing with forest sights and sounds are chosen.

Learning While They Play

Valuable teaching, too, of an informal and indirect kind, and a considerable amount of correlated manual work, find place during the hours of play or in wandering about the grounds. Children have their own gardens, and larger ones contain common field plants that they may see crops actually growing. Boys repair school benches and tables, while the girls weave baskets, sew, help in preparing the vegetables and in other useful occupations. Working in sand is an inexhaustible source of pleasure. Waterfalls, whose source is a buried water-can, are made; fortresses are built, and Abraham's tent and Crusoe's hut constructed out of moss and twigs. Singing in the open is especially enjoyed, as are gymnastic exercises, the apparatus on the grounds, especially swings, being constantly in use.

A READING-LESSON AT THE OPEN-AIR SCHOOL, CHARLOTTENBURG

Careful oversight is kept of all relating to the physical welfare of the children, who are examined on their entrance and at intervals during their stay by a physician who visits the school two or three times a week. Baths are an important factor in the general scheme of therapeutic treatment, each child receiving two or three weekly, while salt, sun or air baths are given as prescribed. Health records are kept for each child, and these show a definite gain in weight and measurements. Twenty-three per cent of the anemic cases were reported cured, and forty-five per cent greatly improved, during the school's first season, while in succeeding years the number has been even greater. A generally improved condition and appearance for all the children was also noted.

Unexpected Results

The mental improvement in the children was no less satisfactory. Most of them were able to resume their places in the regular grades; and teachers reported that in some instances they made better progress than formerly, as they were able to take up their work more intelligently. In some cases a retrogression was noticed, but this was attributed to illness caused by their return to unhealthy home surroundings, the confined air of school rooms and a lack of sufficient exercise.

The effect upon the character and the moral tone of the children of favorable environment and constant association with teachers was especially marked, children that before were slovenly, moody, and quarrelsome becoming transformed in these respects, while little difficulty was experienced in the matter of discipline notwithstanding the fact that punishments were not permitted, nor even irony, and that the policy of "liberal with praise and sparing with blame" was followed.

In its first year the school was open for three months only; in its second the time was increased to five, and in its third to eight; and as the stay has been longer, the benefits derived have been greater each season. The cost of the experiment was about 40,000 marks ($10,000), this not including the land which was loaned for the purpose and some donations. The daily average cost per child is 85 pfennige (21 cents) half of which is for nourishment. Parents contribute when able small sums ranging from five to fifty pfennnige a day, but many of the children attend the school

free of charge. The street railway company gives reduced fares and some free tickets, while the city furnishes the remainder. A local organization provides for the culinary department, but the municipality assumes the burden of expense, providing teachers, school equipment, etc., for the school is a part of the regular school system.

The Rapid Spread of the Idea

Following closely upon the establishment of the first Waldschule similar schools were started by other German cities, and in 1905 a similar one was started in Dresden by a private individual upon his estate in the hope that it would eventually be taken over by the municipality. The essential features of the Charlottenburg school have in all cases been preserved, the differences being chiefly in scope and detail of management. Some have been started by municipalities, others by private organizations, but they have been operated in all cases by boards of education or in conjunction with them. In Lausanne, Switzerland, a forest school has been established; and in Austria also the idea has found favor, for Vienna is agitating the subject.

OPEN SHEDS IN WHICH CLASSES ARE HELD DURING WET WEATHER

In 1907 after a visit by London school authorities to the Charlottenburg schools an open-air school was started on the outskirts of London. Land was loaned for the purpose by a local organization. The government voted £400 for the maintenance of the school, and a subscription list started to defray the cost of food, clothing, etc., for the children whose parents were unable to contribute the amount necessary. In general the methods pursued at this school, and at the ones started later in the same season at Halifax and at Bradford, have been very similar to those in use in Germany, and they have met with a like degree of success and public appreciation.

The transplanting of the open-air school to the United States, and the modifications which it has received here will be fully described in an article in the next issue.

A City Nearing Freedom

By "Arecy"

"The commission is convinced that the principle of universal suffrage should not be condemned until it has been tried *under the conditions which experience shows to be necessary for its success."*—Boston Finance Commission.

Boston is about to try a democratic form of city government.

This statement, with all it implies, is serious. The Boston of the past has had only democracy-by-proxy. A real democracy is a political instrument controlled by the people. The people of Boston have had a political instrument so cumbersome that they could not operate it themselves but were forced to employ, as expert intermediaries, certain extra-legal supplementary devices of government called "party-machines." And these "machines" have governed Boston—usually badly.

Recognizing that a form of government which demands a "machine" to operate it is not a democracy even in theory, the Boston Finance Commission, after disclosing much rottenness at City Hall, proposed and secured the adoption of a new plan of city government which is so simple, viewed from the people's end, that the people can work it directly without the intermediation of political "machines." The plan provides for a Mayor (four year term subject to a limited form of recall); a Council of nine members elected at large, three each year after the first for a term of three years; and a School Committee of five, elected two or one at a time for three year terms. So after the first year the whole city of Boston will center its attention on the selection of only five officials.

Under the old organization the total number of officials elected in the city was ninety. To nominate ninety candidates simultaneously obviously demanded large trained organizations empowered with a certain amount of discretion capable of abuse. The corrective power of newspaper publicity was hopelessly dissipated.

But under the new plan the people of Boston, with the newspaper limelight helpfully focussed on the few personalities concerned, can easily select five men without the intervention of any standing organization to bunch the candidates into tickets for them. Each voter can select his own private "ticket" out of the string of candidates, and can carry around his own little pet list of five names in his head. The candidates, in order to get on that private "ticket," must go direct to the voter with his claims—to go to a coterie of politicians will not do; and the voters and the candidates can easily settle the matter between themselves without any intermediaries.

The new charter makes all the elective posts (except the School Committee) so important that each one will loom large in the public imagination. A speech anywhere by a candidate for Councilor will be an event of note. The newspapers will flood the candidate with light, and the stay-at-home citizen will, without conscious effort, acquire somewhat the same clear mental picture of his city officials that he has now of the President of the United States. And light is as sterilizing in politics as in hygiene.*

Having thus, by shortening the list of offices, obviated the need of machine-made tickets to guide the voter through a labyrinthian ballot, the makers of the new charter have been able to go further and exclude party designations from the ballot altogether, simply admitting to a place on the official voting paper the unlabelled name of any man who can get up a petition of five thousand signatures. Voting for known men instead of symbols means the end of bossism anyway, but this additional kick into oblivion will undoubtedly speed its departure.

What will happen in Boston under real democracy? The Finance Commission makes this prediction:

* Further light of a more intensive kind will come from the Finance Commission (appointed by the Governor of the State) which stays on the job with power to examine official conduct and report its findings to the people.

"By reducing the number of candidates, and thereby simplifying the ballot, good nominations and intelligent discussion of candidates will be possible. This is not now the case. * * *

"The Commission is under no illusion that the changes recommended will of and by themselves secure good government. No municipal charter can be a self-executing instrument of righteousness. If the people want the kind of government they have had during the past few years, no charter revision will prevent it. If, as the commission believes, they desire good government, the plan suggested should enable them to obtain and keep it."

All this is no novel scheme. Every real democracy in the world gives its voters similar broad opportunity for study and discrimination—English, Scotch and German cities, France, Switzerland, Canada, New Zealand and those cities of the United States that have recently stumbled unwittingly from an impracticable into a practicable form of democracy via the "Galveston Plan." It is always successful in bringing to public office a superior grade of men and reëlecting them term after term.

Boston, however, is not going to be out of danger. The first election may go the wrong way because there will be twelve offices to be filled. The voters must vote for some of them without adequate scrutiny, and the politicians—good and bad—will doubtless be on hand with convenient printed memorandum lists to direct wavering minds. The following year, however, the Council will begin to rotate, there will be only four or five men to select, and democracy, settling down to its pace, will begin to show results.

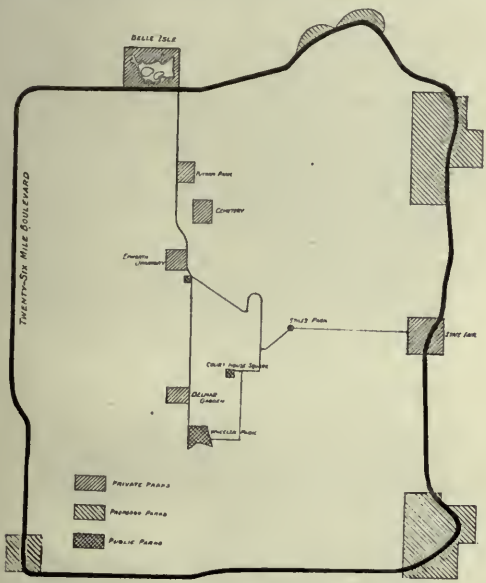
Even then the machine in a more neglected form, befitting its lessened power, will survive and be a constant menace. There are six county offices to be filled, and ten in the state—plenty to demand the continued existence of a standing organization, especially as most of those offices are too minor ever to attract much public attention. The county officials must some day be made appointive, and the state must adopt the simple federal plan of organization. If it is found that the School Committee receives too little scrutiny to prevent the election of manifest incompetents, this body too should be made appointive. Then democracy-by-proxy will finally expire, and the people of Boston will be their own masters.

The Park System of Oklahoma City

By Glenn Marston

With a present population of over 50,000, and growing at an unprecedented rate, Oklahoma City, Okla., has made provision for public improvements for years to come. Chief among the plans for the future is a great boulevard, twenty-six miles long, completely encircling the city.

All existing improvements are made with a view to making them part of a consistent plan, which, when fully developed, will make Oklahoma City one of the most beautiful communities in the world. The accompanying sketch map shows the salient features of Oklahoma City's park and boulevard scheme.

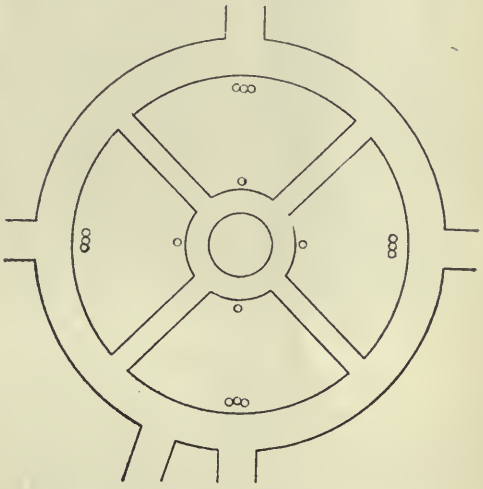


PARK AND BOULEVARD SYSTEM OF OKLAHOMA CITY

Great care has been taken in planning to include to the best advantage all private parks and pleasure grounds of the city. Thus a beautiful boulevard has been built from the city to Belle Isle, the street railway company's pleasure park. This resort is conducted on an unusually high plane, and is attractive to the best classes of people. It is, of course, beautifully lighted, and contains the only body of water worth mentioning in the vicinity. It is on the line of the proposed boulevard, directly north of the city.

On the east lies the State Fair Ground, which has several amusement devices running throughout the summer. The new boulevard will cut through the centre of the Fair Association's tract, and will have another principal connection with the city at this point—a connection already completed and in constant use.

The eastern connection with the twenty-six-mile boulevard comprises Harrison Avenue and Eighth Street. At the junction of these streets is placed Stiles Park, a small circular area which provides a breathing space for the neighborhood.



PLAN OF STILES PARK, SHOWING LOCATION OF LIGHTS

It was only a few years ago that the Western Boulevard was an outlying driveway. Today it is one of the thickly settled portions of the city, and is to be a part of the southern approach to the twenty-six-mile boulevard. It is paved as far as Delmar Garden, a private amusement park of the "popular" variety, the most frequented resort in the city, just beyond which lies Wheeler Park, the largest public park now existing.

Proper regard has been given to lighting the city's parks and boulevards, the most

NIGHT VIEW OF TUNGSTEN POSTS

modern systems being installed, in many cases designed especially to meet local conditions. The most successful lighting so far has been that of Stiles Park, one of the circles which serve to break the monotony of the long stretches from the centre of the city to the proposed encircling boulevard.

The lighting apparatus for Stiles Park was designed by the Oklahoma Gas and Electric Company. It consists of eight hollow concrete posts surmounted by ornamental copper caps which support opal globes containing the new tungsten electric lamps.

The concrete posts are the first of their kind used in park lighting and have proved to be most effective. The present system supplants a single arc lamp placed on a sixty-foot wooden pole in the middle of the park. Since the installation of the new lighting the popularity of the park has practically doubled.

Four of the posts are placed on the curb facing street intersections. Each of these carries three globes, as shown by the illustration. The remaining four carry but one globe and are placed around the inner walk. The result is a soft diffusion of light, not too brilliant at any one point, but sufficient to provide satisfactory illumination for all parts of the park.

It is proposed to light Classen Boulevard at once with tungsten lamps placed on hollow concrete posts similar to those now used in Stiles Park. The posts are to be placed at intervals of 120 feet on each side of the roadway, each carrying a single globe containing two tungsten lamps.

There is an increasing use of malls in Oklahoma City, particularly on streets occupied by the railway. These add greatly to the appearance of the streets and allow an entire separation of the paving from the street railway tracks. This prevents vibration, which rapidly affects asphalt paving, and is an important consideration in Oklahoma City. The city already has almost eighty miles of asphalted streets, and more is under contract.

STILES PARK, SHOWING THREE-LIGHT TUNGSTEN POST, WITH ONE-LIGHT POSTS IN THE BACKGROUND

The Improvement of Housing Conditions in Philadelphia

By Gustavus A. Weber

Secretary of the Philadelphia Housing Commission, and General Secretary of the Octavia Hill Association of Philadelphia

Philadelphia, like other large cities, has its housing problem. It is fortunate in that it has no large dumbbell tenement-houses, that its density of population is comparatively low, and that the working people who are above the class of the unskilled laborer are better housed than in most other large cities. The modern sections of Philadelphia are conspicuous for the two story dwelling houses in which thousands of the people of moderate means enjoy comfortable homes which they either own or rent. The supply of houses or apartments of this class appears to be ample for the demand, so that families which can afford to avail themselves of the transportation facilities and pay a moderate rental need have no difficulty in being satisfactorily housed. For this class of people Philadelphia presents no serious housing problem.

There is, however, in Philadelphia a large class of working people, mostly foreigners and negroes, who can not avail themselves of these homes for which Philadelphia is famous. They must live near their places of work because they can not afford either the time or the car-fare necessary to live in the modern sections, and they can not as a rule pay a rental of more than $10 or $12 per month. They must live in what may be termed "Old Philadelphia." Here the large city blocks are covered with a mass of two and three story brick and frame dwellings situated on the minor streets, in alleys and in courts. The latter have but one entrance, and this consists of a narrow passage or hallway sometimes but three or four feet wide.

The Poorer Districts Neglected

While the minor streets and alleys in these sections are public highways, and therefore receive occasional attention from the street cleaning department, the courts are isolated, and the filth which accumulates there remains indefintely. Surface drainage is quite common in these courts, and occasionally is also found in the minor streets and alleys; and, as these are usually poorly paved and not properly graded, the waste water seeps through the soil into the cellars or gathers in foul stagnant pools, where it remains for days before the doors and windows of the dwellings and in the passageways where the people walk, where the women do their washing and where the children must play.

To aggravate this insanitary condition the ashes, rubbish and garbage must be placed on the streets in order to be collected by the employees of the city contractors. The collectors will not go into the yards and courts. Instead of using metal cans for this refuse the people use any receptacles that may be available, including cardboard boxes, old hats and even newspapers. The collections in the poorer sections are not made with sufficient regularity, and the refuse deposited in the streets in these frail receptacles is often scattered about on the streets, in the gutters and on the sidewalks long before the collectors make their appearance. As the latter are not required to gather the refuse after it has left the receptacle, and as the street cleaners are scarce in these neglected sections, the garbage and other filth remains on the streets and in the alleys until it is dried up and blown about as dust, or washed by the rain into the sewers.

But the worst institution that still exists in Philadelphia is that disease-breeding relic of ancient times, the open, undrained privy vault. These filthy receptacles are still quite common in the interior courts of "Old Philadelphia," often at the very doors and windows of the family dwellings. Cases have been found where such a vault, accommodating the inhabitants of an entire court, occupied the first floor of a house, while the second and third stories were used for dwelling purposes.

A COURT CONTAINING 3 WATER CLOSETS AND 2 HYDRANTS, USED BY 13 FAMILIES COMPRISING ABOUT 60 PERSONS

Tenement-Houses Now Under Control

The dwellings in the poorer sections of the city are mostly one and two family houses, although, according to the last census report, over 4,000 buildings in Philadelphia were tenanted by three or more families each. A tenement-house is defined by law as a "building occupied by three or more families living independently of each other and doing their cooking upon the premises."

The tenement-houses in the old sections were originally the houses of the wealthy people of Philadelphia. Before the enactment of the Tenement-House Inspection Law of June 7th, 1907, which requires the registration and licensing of all tenement-houses, it was customary for these houses, when abandoned as the residences of the original owners, to be rented to tenants who in turn would sublet them to as many families as they could crowd into them, without making any of the structural or sanitary changes in the buildings that would fit them for use as tenement houses. In the absence of a tenement-house law there was no authority of the city government which had any control over the conditions that resulted from these changes. Now they are specially regulated by law, and are inspected by the Tenement-House Division of the Department of Health and Charities. Until a few months ago there was but one visiting inspector for the entire city. Now there are five.

The regulations governing tenement-houses are adequate and the Tenement-House Division is well organized. Were the inspection force sufficient to cope with the situation, and the power of the Tenement-House Division adequate to secure the complete enforcement of the regulations, the tenement-house problem in Philadelphia would be practically solved. It is obvious, however, that five tenement inspectors can not properly inspect over 4,000 tenement-houses, and also see that all their orders are promptly complied with. As to the power of the Tenement-House Division to enforce its orders, that matter has not yet been fairly tested as the division is too recent a creation.

Where the Law is Inadequate

The tenement-houses in Philadelphia, however, constitute but a comparatively small part of the dwellings of the unskilled laborers. A majority of that class

A TYPICAL NARROW COURT

of people live in one and two family houses which are outside the scope of the tenement-house law. It is these houses which constitute the most serious housing problem at the present time. As no new dwelling houses are permitted to be built in interior courts or on new streets or alleys less than thirty feet wide, the immense population which must crowd into the existing alleys and courts is compelled to live in the old dilapidated houses which existed at the time when the law was enacted, and which are therefore permitted to remain. A common form of house of this character is three stories in height, one room to a story, with dark stairs leading from room to room.

One family usually lives in each house, but it is not uncommon for the tenant who rents it to sublet one or two rooms either furnished or unfurnished to as many persons as he can crowd into them. Often no regard is paid to the mixing of sexes or of children and adults, and the effect upon the morals of the overcrowded inhabitants can well be imagined. In the Italian section it is a common practice for the men without families to rent a house and crowd into it collectively, or for one Italian to rent a house and put as many of his countrymen into the rooms as they will hold. Sometimes an enterprising Hebrew or Italian who has accumulated a few hundred dollars will purchase a building, make a first payment on it, and then depend for the other payments upon the income which he derives from his tenants. He must necessarily crowd as many people as possible into his house in order to secure sufficient revenue to meet his notes. Naturally he will expend little or nothing on improvements or repairs.

NARROW COURT BETWEEN DWELLING-HOUSES

The court or alley is little more than 4 feet wide, and there were 7 houses (with 42 tenants) facing it when the photograph was taken.

DILAPIDATED HOUSES AND YARD CONDITIONS

While the regulations made under the tenement-house law prohibit overcrowding in houses which come within its scope, and the tenement-house inspectors are giving as much attention to this matter as they can, there is apparently no regulation which prohibits, or at any rate which prevents the overcrowding in the one and two family houses where a large number of individuals board or sleep, where any number of families may live who do not maintain more than two separate households.

A COURT BEFORE BEING IMPROVED BY THE OCTAVIA HILL ASSOCIATION

Breeding-Places of Disease

The one and two family court and alley houses have all the objectionable features of the tenement-houses. The people share the use of the court and of the narrow passageway. The houses, usually three stories high, are ranged in solid blocks side by side and often back to back, from four to seven in a row. The doors and windows face the narrow courts which offer the only ingress of light and air. Often the court has but one hydrant which serves all the families which live in the two rows of houses facing it. One undrained privy vault with a few toilet compartments serves for the entire court population. Sometimes the lining of the vault is defective, and the contents will seep through the soil to the cellars, and remain stagnant there.

The houses that are situated in the narrow alleys and minor streets often have no yards, and the conditions with regard to light and ventilation are almost as bad as in the closed courts.

When it is considered that many of these houses are from fifty to a hundred years old; that some are built of frame, and are more or less in a condition of decay; that the roofs and roof drains leak and dampen the walls and ceilings; that some of the people live in basements and cellars; that the dwellings are often in close proximity to unclean stables; that the occupations carried on in them often cause the accumulation of foul and putrid animal and vegetable matter, and breed insects and vermin; it is not surprising that the death rate is high, that many children are physically and mentally defective, and that the women are slovenly and the men intemperate.

The Death Rate Tells the Story

The general death rate in Philadelphia is low when compared with that of other cities. During the year 1908 it was but 17.16 per thousand. The official vital statistics are not shown for smaller geographical divisions than wards. Unfortunately these divisions are not small enough to

THE SAME COURT AFTER ITS IMPROVEMENT BY THE OCTAVIA HILL ASSOCIATION

cover in any case only such sections as are described above, and it is therefore impossible to show the actual death rate among their inhabitants. Notwithstanding the fact, however, that in every ward a considerable portion of the inhabitants live under fairly good sanitary conditions, the death rate is great enough in the congested sections to have a very appreciable effect upon the general death rate of the ward of which they form a part. Thus, while in some of the outlying wards of the city the death rate last year was 9.22, 12.46, etc., per thousand, the rate in some of the wards containing congested areas was 26.39, 23.59, etc., per thousand, respectively.

As above mentioned, there is no division of the city government which especially concerns itself with the housing conditions in dwellings other than those technically described as tenement-houses. Even if there were such a municipal office it would need a very large force of inspectors to discover all the bad conditions, and to enforce their removal. In view of the fact that it required an enormous amount of work and many years of determined effort on the part of a group of earnest philanthropists and social workers to secure the enactment of the tenement-house law and the appointment of five inspectors, the prospect of securing, in the near future, the legislation necessary to deal with the entire housing problem does not appear to be a bright one.

An Aggressive Campaign Outlined

The forces, however, which have already accomplished much are still actively at work, and during the past few months the housing situation has attracted more public attention than ever before. This public interest resulted in the creation on September 8th of the Philadelphia Housing Commission, of which Dr. Joseph S. Neff, Director of Public Health and Charities of Philadelphia, is the President. It con-

sists of the representatives of about forty organizations engaged in various lines of social work in Philadelphia.

Its object, as expressed in the plan of work recently adopted by the Executive Committee is as follows:

1.—To aid the public authorities in the enforcement of existing laws affecting the housing conditions of the people:

(a) By having all the participating organizations report insanitary conditions that come under their observation in the course of their work.

(b) By placing the information secured from time to time before the proper authorities.

(c) By keeping a record of all reports of insanitary conditions and the action taken thereon by the public officials, this record to be used in efforts to secure necessary laws and appropriations and for other purposes.

2.—To secure the enactment of such laws and ordinances as may be deemed necessary to improve the housing conditions in Philadelphia:

(a) By examining existing laws and regulations relating to housing conditions in Philadelphia and drafting such additional laws and ordinances as may be deemed necessary for the City of Philadelphia.

(b) By securing the active coöperation of the officers and members of the participating organizations and of the individual members of the Commission in bringing about the enactment of such legislation as may be approved by the Commission.

3.—To coöperate in every way possible in the development of wholesome surroundings and proper home conditions throughout the city and especially in the most neglected neighborhoods.

The Commission has already begun its work. A card has been prepared by the Investigation Committee on which are enumerated such insanitary housing conditions as are regarded as most worthy of notice. These cards have been distributed by the participating organizations among several hundred of their workers and visitors. Whenever in the course of their work these people discover any of the conditions enumerated they will check them on the cards and transmit the letter through the proper official channels to the Secretary of the Commission. The latter will use the data so obtained as bases for complaints to be submitted to the proper city officials. If the latter fail to correct the conditions complained of, either on account of absence of legal authority or of lack of the necessary funds to enforce the existing laws, these facts will be accumulated to be used by the Commission as evidence when its Committee on Legislation begins its activities for additional regulations. Provision has also been made, through a Committee on Publicity, to keep up the public interest in the housing situation by keeping in touch with the press of the city, arranging for stereopticon lectures in public gatherings whenever possible, and distributing literature.

Charity that Pays Dividends

An article on the housing conditions in Philadelphia would not be complete without mentioning an organization which has existed for over twelve years, and which has quietly but effectively worked for the improvement of the housing conditions.

The Octavia Hill Association of Philadelphia was organized in 1896 as a stock company which has paid an annual dividend of four per cent. It buys old properties in the poorer sections, which it repairs and provides with proper plumbing, drainage, light and ventilation. It also acts as agent for owners who desire to have their properties maintained in a sanitary condition. By employing experienced social workers as rent collectors and friendly visitors, who give advice to the tenants and require care and cleanliness in the use of the premises, it is exerting a powerful influence in raising the standard of living among these people. Since its organization it has been active in securing the enactment of legislation for improving the housing conditions, notably the Tenement-House Inspection Act of 1907, and has insisted upon the enforcement by the public officials of the existing sanitary and building regulations.

With this strong Association still actively at work, and with all the leading social institutions of the city coöperating in a united effort through the Philadelphia Housing Commission, it looks as though the movement for improved housing has gained a momentum which is irresistible, and which will continue until Philadelphia will again be in the front rank as a "city of homes."

The Relation of the Woman's Club to the American City

By Mrs. Frank A. Pattison

President New Jersey Federation of Women's Clubs

The relation of man to his City has always been well defined. No shadow of doubt has ever entered the public mind as to its being not only every man's privilege, but his patriotic duty to take an active and aggressive interest in the workings of both the City and the State of which he is a part.

But woman has had to prove her right to think and move in public ways, grave doubt attending her. "'Tis not her sphere," said Tradition; "let her look to our homes and our children." But Progress shook her head, for well she knew it was in looking to them that woman's awakening came, for there never was a time when the American home was so dependent upon public methods and conditions as at present, nor when the children of our land needed a more far-reaching arm of protection. So we find the woman forced to consider these things, individually and in groups, taking her share of public responsibilities, and helping as best she can in the adjustment of one situation after another,—in the form of the "Club Woman," as she is called, interested in public affairs and developing this interest through her club as the natural medium, with its relation to the City differing from the man's club in that it is in motive one of activity, rather than recreation, and is drawing itself closer and closer to the body civic with each succeeding year.

MRS. FRANK A. PATTISON

Originating such a short time since in little circles for self improvement, the Woman's Club is today to be found in every city on the map,—a vast army, as busy as bees, organized for one grand purpose, the improvement of human life, and occupied with every variety of subject that may play a part therein. This carries its influence, as one may readily see, directly to the heart of the city; and what touches the heart of a thing of necessity affects its life. The people make the city, and especially is this true of America.

What then is the relation of the Woman's Club to the American City? Is it not an aid in bringing to light some of the wrongs to be righted, as well as the subjects for betterment? And a factor in creating and spreading public sentiment? Is it not also a power in ushering in that ideal democracy for which we as a nation stand?

Women meet in their clubs on the basis of what they are rather than of who they are. Every opportunity is thereby given to prove one's worth and efficiency. Individual expression has full sway unhampered by class prejudice or religious difference. New members as a rule are admitted by a vote of the whole, and are as often admitted for the good the Club may do them as for the profit of the Club, thus bringing together a variety of types, who, taking an interest in each other, broaden the life of the whole.

Another great point in this relation of

the Woman's Club is the emphasis which it puts upon a government of service, and the unity needed in all things. Woman has both leisure and incentive, and with no thought of profit, works for the cause, with results in her city such as have been brought about through her efforts for the pure food, child labor, and various educational movements. But she must be more fully equipped in her power of endurance to combat the political side, for after an exertion which she considers paramount in such an undertaking, it is sure to be necessary to redouble her efforts, and with her "second wind" to begin all over again.

Then, too, we find the Woman's Club is in many cities proving its place as an aid in municipal housekeeping, standing for the City Cleanly, as is shown in its demand for clean streets, rubbish cans, and orderly back yards; the City Sanitary, through its work for the cure of tuberculosis, pure milk, district nurses, baths, and public health generally; the City Beautiful, in numberless efforts, from the growing of vines and flowers to the work of having established municipal art committees whose duty it may be to plan a city, and the standard of art therein. In fact there is not a town of any size to which the Woman's Club is not in some one of these ways related.

Why has this all come about? Because of the pressure of our modern life; industrially as illustrated, for example, in the conditions brought to light by the work of the Consumers' League; educationally from the enormous increase in our population, complicated by the fact that the foreigner comes here primarily with the idea of acquisition rather than of contributing to American greatness,—a vast army to be transformed at high speed limit into American citizens. This, together with our modern ideas of education, has made our schools throughout the country insufficient and inadequate; and it is in this subject of building and improving schools that the Woman's Club has played a large part, even the anti-suffragists gladly availing themselves of the opportunity to vote when the education of their children and their town's children was at stake.

Philanthropically we find the Woman's Club always active in its care of the poor, in the support and encouragement of hospitals, in the study of the cause and prevention of disease, and in the emphasis she is placing upon the duty of health.

Politically we find the club woman not always wanting to vote, but informing herself of the methods and ways of the body politic, and using her influence and suggestion where reform is the word.

Since she has learned that a child needs social parentage when the time comes for going out into the world just as much as he has needed it in the home, that culture is attained by what one does and thinks and not merely by what one knows, that a "sure standard of ethics is formed in what one says, does, and thinks, multiplied by one's group," she has looked at her Club, and her Club at her, from a new view point. What can it do for the City? is the question most prominent in the minds of a majority of its members. In fact, so vast is the field opening before this kind of organization that the question is fast changing to: What can it not do for the City? It can and does relate itself to the women and the children, and to all that is for their good; to the art and beauty side, and to the poor and sick. It strives to see that the most is made of all natural advantages, and that every improvement is encouraged. Realizing the strength of union, the power of coöperation, and stimulated by pride in its home city, the Woman's Club steadfastly keeps in sight the definite ideal of social and civic usefulness.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

The Much Mulcted Town Official

The poor town official should be allowed to retire from his office not poorer than when he entered it. As is pointed out by the Chicago *Advance,* the milking process imposed upon him leaves him no option but to retire poor or recoup himself by methods of a questionable character. It is different with the city official. All people do not know him, and he is not such an easy mark. Says the *Advance:*

"The most conspicuous victims of this sort of tribute are men who have been elected to county offices, the clerk of the court, the treasurer, the auditor, the sheriff. Each has spent money, not in buying votes, but in legitimate ways, for printing, railroad fare, livery bills, contributing to campaign funds by which the expenses of political meetings are defrayed. Elections, however, by no means end his trouble. Among his constituents there is a feeling which might be thus expressed: 'We helped put you into a good paying office, now help us.'

"On this principle he is mulcted continually. Churches of every denomination, Catholic and Protestant, American and foreign, black and white, must have a contribution to their building fund, extension fund or what not. He must buy tickets for every entertainment given by policemen, firemen, lodges and unions. He is a shrewd and tactful man if he is able to save anything out of his salary. He is more than clever if he can save a remnant for himself and his family and at the same time escape the odium of niggardliness and ingratitude. There is no question but that the urgent need of recouping himself has forced many a man into dishonesty of which he would never have believed himself capable.

"In a less degree, but still quite enough to embarrass them seriously, country business men suffer the same spoliation. For every public celebration in his community he must pay. This, that or the other lodge or order holds its state convention in the town and his name must go down on the subscription paper. He must give an annual sum to this organization and to that relief fund, even when he knows that it may be most foolishly expended by a useless and visionary committee, while he painfully reflects that the winter coal is yet to be bought or his taxes are unpaid."

Is there not a chance for reform along this line? The public official receiving a small salary should be treated the same as any other small salaried man. If he has a chance at fees perhaps he can mulct the people in return, but the fee system should go along with the prayerful milking of officials.

Stage Days in Brimfield

Miss Mary Anna Tarbell, of Brimfield, Mass., has issued an attractive little brochure under the above caption. Brimfield only in 1907 saw the ending of its stage-coach days and, as Miss Tarbell brings out, it was thus and in many other ways peculiarly linked with the past. Miss Tarbell's style, already widely known through "A Village Library," is peculiarly well adapted to this form of narrative and her little book in dress and style is in keeping with its subject.

Brimfield was on the route of both the Springfield and Providence line and the Hartford and Worcester line; and it has in later days had other connections which have carried it down to 1907, when the trolley retired the coach. This is all brought out along with material showing the interest which surrounds long abandoned roads, the poetry of the bugle-heralded coach, the grandeur of the old drivers, the postmasters and mail service of staging days and other incidents in keeping with the thesis.

In bringing out the characteristics of towns and villages Miss Tarbell says: "Sturbridge and Brimfield represent the preservation of the perfect type of the old New England town, holding unchanged the

spirit of the past with its dignity and repose. Their scenes, to which the stage-coach was fittingly related, have remained essentially unchanged. Year in and year out the stages passed along the beautiful village green and under the overarching trees, by the well-kept and quaint dwellings, with now and then a stately mansion, of each of these sister towns; the white church spire of the fathers rightly set on a hill overlooking the way and dominating the scene."

Here is at once praise of the prosperity of early village development and elegy of its departure which it were well to remember when we build with feverish haste the modern counterpart with its jumbled and ugly buildings, its shrieking noises, its aping of the worst of the city and its desertion of the best of the town.

Ashfield and the Automobile

The picturesque town of Ashfield, Mass., has rendered itself famous in many ways, and it now adds another wreath to its crown by reserving to the people thirteen roads where automobiles may not molest and make afraid. Attempts have been made in the past, with varying success. The 1909 legislature of Massachusetts rendered the situation different by passing a law providing that the selectmen of a town may make regulations as to the speed of automobiles and as to the use of them upon particular ways, and may exclude them altogether from certain ways; provided that the highway commission shall, after a public hearing, certify that such regulation is consistent with public interest. In this case the hearing has been held and the certification granted.

The speed mania must be kept under restraint, certain ways must, in rural communities, be known to be entirely free from motor vehicles, and watchfulness must be exercised in all directions if the public interests are to be served. One cannot but applaud the action of a citizen of Northampton, Mass., whose wife desired to drive for health and pleasure. A reckless speeder was in the habit of exploring all ways, speeding meanwhile. The citizen called up the speeder one day, and asked him not to go on a certain road that afternoon as his wife wanted to drive there. He was told that the speeder would go where he ——— pleased. "All right," came the reply, "my wife is going to drive there, and if she comes to any harm or annoyance from you I will take my rifle and shoot you." The speeder did not put in an appearance.

Ashfield recently honored herself in another way by erecting in the town hall a monument to the memory of Charles Eliot Norton, whose life was so intimately identified with that of Ashfield. The inscription reads: "This tablet is erected to the loving memory of Charles Eliot Norton and his long and constant friendship for this town, by the citizens of Ashfield, 1909." It was Mr. Norton who initiated the Ashfield Labor and Prize Day, which has grown into an institution having a material effect on the life of the town.

Unit Associations for Billboard Suppression

Congressman Frederick H. Gillett, of Massachusetts, gives a most logical statement on the billboard question in a recent letter to the Springfield *Republican*. According to Mr. Gillett's letter, he started home from Washington at the close of the recent session of Congress, relieved of official duties for a time and disposed to make pleasure of what would ordinarily be a tiresome railway journey. He watched the passing scenery till he was rudely aroused by the staring advertisements. The offense grew upon him till he meditated banding together large numbers of people under the pledge of abstinence from the use of obnoxiously advertised articles. Then the words "boycott" and "blacklist" presented themselves unfavorably to him, and also the "combinations in restraint of trade" made illegal by the Sherman act. So he dropped the scheme. And then,—but here let Mr. Gillett speak for himself:

"But I did not abandon my indignation or my desire for reprisal, and as there is no statute against an individual buying from whom he pleases, I organized myself into a wrathful society of one to abstain relentlessly from the use of the obnoxious articles. My own course is fixed, and the supreme court can't touch me and I am sure they wouldn't want to.

"There are some things I will never use or purchase. No matter how worn out I may get in serving my district and how

much I may need a tonic, there is one brand of whisky I will not touch, and 'that's all.' My window screens may rust until they are solid and opaque before I'll buy a certain alleged rustless variety. My mouth may be so alkaline that I'll have as much craving for an acid as Lot's wife must have developed, but there are fifty-seven kinds of pickles which I'll never taste. If I should want to shave off my beard so that I could go among my constituents incognito and find out what they really think about me, there is one razor I will never use, though recommended by a name for which I have an undue partiality. And so there are soups and soaps and tobacco and suspenders and divers other necessities of life which from this time forward are tabooed.

"I am not foolish enough to imagine that the loss of my patronage is going to disturb these public offenders, but if every one who feels as I do would adopt the same determination I think we could speedily bring them to terms. They do not want the expense of such advertising, and if it hurts them they will readily drop it."

Mr, Gillett doubted whether the *Republican* would print his letter, but it did, and its course has been heartily commended by thousands of readers, not always in words, but surely in spirit.

The suggestions offered ought to be particularly helpful to people in suburban and even country villages, where there is a constant tendency toward encroachment by merchants and manufacturers of neighboring cities. The billboard is not a satisfactory manifestation of American life, not even of business life, and the people have it easily within their power to encourage and even force a more seemly form of advertising.

Points from the Women

A correspondent sends in a most interesting account of the work of a group of women in Enosburg Falls, Vt., during the past ten and more years. In her modesty, however, she does not say that the men of the town first laid plans for making things move, and went so far as to organize a board of trade, a paper organization of the kind with which the country is filled. The women caught the idea and proceeded to do things. In 1896 the town had no park; but there was in the center, with an old brick church on it, a piece of land upon which progressive people had been casting their eyes. Finally lightning struck the church and almost put it out of commission, and the women went to work. They were told that they could have the property if they raised the money at once. A man wanted it for promoting purposes. In three days the women raised $1,325, and one man was stopped from making the town worse. A landscape architect, flowers, shrubs, trees, a little work, and the thing was done. Incidentally the women organized a village improvement association. Since then they have raised and spent over $12,000 and the town is theirs.

The amount of money raised will lead to the question as to how it was done. "Our ways of raising money have been many and varied. When we read or hear of something new or novel we try it, generally with considerable success. In the first five years of our existence as a society we earned $6,084, which, in a village of between 900 and 1000 inhabitants, means that a great deal of hard work was put into the task. For three successive years we have held a fair or bazaar just before the holidays. One year the proceeds were given to the public library; and for several years we have undertaken the work of providing the library with magazines.

"We have served meals in a tent at the County Fair, which is some seven miles from our village. We own a tent and dishes, and when there is much hard work to be done we hire extra help. These are by no means the only things we have undertaken in this way. One rather novel idea, I think, has been to serve a warm lunch on the evening of election day to those who were awaiting the news of the returns. We have given all kinds of entertainments, even including a ladies' minstrel show."

These women have brought to the town some of the best platform lecturers of the country. They have learned to avoid the plea of the "little and weak" improvement society or woman's club which prays: "O, Lord, send us a lecturer who is able and eloquent and who works because of his interest in the cause, for we are not interested enough to pay him anything."

The Enosburg Falls women have interested the children, thus gaining years and

adding possibility in the awakening of the people to the needs of modern life. They find their work contagious. "There are very few dirty or ill-kept back yards or corners. Even the humblest places have a neat and tidy appearance, and a lawn-mower is considered not a luxury but a necessity."

But space does not permit bringing out all that these women have done. And when a few years are so replete with history what would a century do, or five centuries? "Start Now" would seem to be the motto, and keep at it. "To show the way in which we have kept our organization intact, I might say that we have had the same president for ten years." What an opportunity for work! Willingness and efficiency versus willingness and inefficiency plus rotation in office!

An Appeal to Hillsboro

Mr. L. J. Anderson, of Hillsboro, N. D., appeals to his fellow citizens, through the local press, for greater activity and for materialization as a community. For esthetic and educational purposes he calls upon the people to secure and preserve a beautiful park site which is now available for a reasonable sum, but which may soon go beyond the reach of the people forever. He says:

"Over six months ago I called attention to the beautiful park site which, I understand, could be secured for a very reasonable sum of its present owner. How much would it not add to the comfort and attractiveness of Hillsboro if say a good half or two-thirds of it could be improved: with fountain, flower beds, shrubbery, walks, drives, etc., while the remainder could be used in its native state for playgrounds, with swings and other arrangements for proper amusements for children and adults! No one can estimate the educative and refining influence upon the rising generation in our town, not to speak of the attraction it would have to draw many a farmer's family and others, tired of life's toil, to its shady nooks, returning to praise Providence and the citizens of Hillsboro for the rest and recreation received. All who see that beauty spot say, 'What a grand location for a park.' Would it not incidentally enhance the value of every piece of property in town? Would not some who retire from farm life rather come here to live on account of such a pleasure ground, than to go where it was lacking?

"Would not a gathering in such a park on a Sunday afternoon, with our city band, rendering such high-class music as we know it is able to supply, with now and then a vesper service, be more ennobling in its influence upon our youth than the Sunday baseball with its attendant yell. Could not our Civic Improvement League take a hand in this matter, understanding that this league is organized to assist in improving our town in various ways? It has been demonstrated in many, in nearly all, lands that such improvements and reforms have been begun and assisted by just such ladies' clubs."

There is no doubt as to the answers to all of Mr. Anderson's questions. He then goes on to point out that the industrial development of the place is so backward that, for example, the people have to send their laundry to Fargo and Grand Forks, 38 and 40 miles away, respectively. And the old flouring mill is falling into decay in the midst of a region abounding in fields of grain. Mr. Anderson's appeal to men of means, business ability and influence ought to, and doubtless will, be heeded by people so progressive as those of the Dakotas.

Unconsidered Trifles

Mary had a little lamb
Between some bread and butter,
She didn't like its flavor, so
She threw it in the gutter.

Mary had a paper wrapped
About her luncheon neat,
She didn't need it any more
So threw it in the street.

Mary dropped her orange peel
(She thought it was no harm)
Just where poor I might slip on it
And nearly break my arm.

Mary gaily tripped away
On pleasure she was bound
And, oh, it was so long before
The pick-up man came round.

—*Newport, R. I., Civic League Bulletin.*

Gleanings

Edited by Mary V. Fuller

Object Lessons

The illustrations which we reproduce herewith from the last number of *L'Art Public* of Brussels plead more effectually than words for the preservation of natural beauty from commercial defacement. A view of the Alps framed in the wooden supports of a sign board or partly obscured by a chocolate advertisement is a belittlement of nature's glory.

In a letter to the London *Times* Mr. Richardson Evans, Honorary Secretary of the Society for Checking the Abuses of Public Advertising, quotes Sir Harry Johnston as saying:

"In our land the educated poor, who at the most can only cycle or take short railway journeys into the country from an adjoining town, are fast losing their rightful heritage—the beauty of the country-side, which is rapidly disappearing with very little benefit to anyone. Apparently nobody but a few timid adherents of the Archeological Society cares a straw."

Mr. Evans' letter continues:

"The fact that Sir Harry Johnston imagined himself to be all alone in his regrets illustrates the sole, but hitherto the fatal, obstacle to the achievement which he desires to attain. If all those who feel strongly about the degradation of the 'open way' would only take account of each other and act with each other, there would be a speedy end to the spread of advertising disfigurement. Those who imagine themselves to be interested in spoiling scenery with their staring bids for custom are a small minority of the people of England. Business, as a whole, would be infinitely sounder and more prosperous if a limit were set to this pitiful way of pushing it.

"The suppression of gross advertising disfigurement is not a serious question, simply because those who desire it will not treat it seriously. It is not by fitful protests or sentimental groans that decency and dignity and grace will be restored to the country-

PICTURESQUE SWITZERLAND

side. Earnest work by individuals in their several spheres, a business-like adaptation of methods to ends, is the specific.

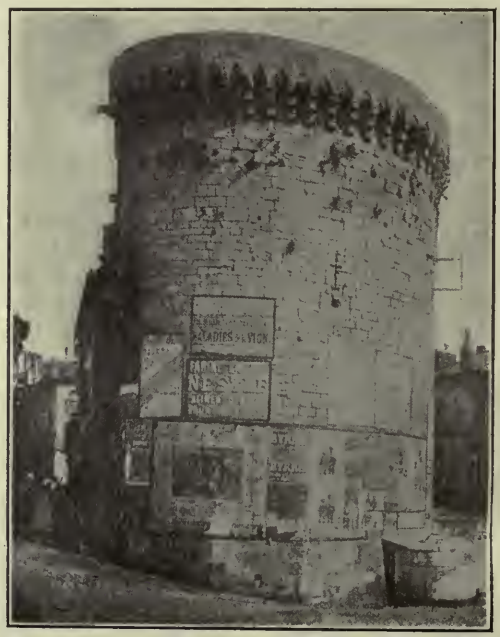
"The Advertisements Regulation Act of 1907 gives local authorities power to frame by-laws with a view to preventing open-air advertising from affecting prejudicially the natural beauty of a landscape or the amenities of a public park or pleasure promenade. Since the act has been passed we have been in communication with the local authorities of Great Britain on the one hand and with the Home Office on the other. We have good reason to hope that local authorities, willing to take trouble in considering local conditions and circumstances, will soon be in a position to submit by-laws for sanction."

L'Art Public, commenting on the entire letter, expresses the conviction that the law is inadequate:

"To be sure, in large cities there are always lovers of the beautiful, people of taste, who feel the wrong done to rural beauty by commercial advertising, and who secure the respect of local authorities for their artistic inheritance. But it is not the same in remote districts, in small villages, whose inhabitants may be blind to the natural beauties which they possess, and whose officials are quite capable of valuing a small, present material interest more highly than a permanent esthetic advantage which they do not know how to appreciate.

"That is why *L'Art Public,* while approving the new measure of the English Parliament, which has had at least the merit of establishing by law the principle, long disregarded, that beauty of landscape is a national possession, thinks the new law is insufficient. The society of which Mr. Evans is secretary tries to atone for this lack by founding throughout England a network of agencies charged with the supervision of attempts at disfigurement, with awakening public opinion where there is need, and with informing local authorities about their rights and duties.

"That is something. But the action of the state, as the highest authority and the preserver of the national inheritance, would be indisputably more effectual. And that which is true of England is true today of the majority of civilized countries still given over to the commercial spirit that destroys their natural beauties. The legislative means by which this modern barbarity are opposed are partial and inadequate; they leave untouched the power to buy the right of destroying the national inheritance of beauty."—*Translation made for* THE AMERICAN CITY.



ACTUAL APPEARANCE OF A HISTORIC TOWER AT PÉRIGUEUX

The Dangers of Excessive Municipalization

La Reforme Sociale of Paris sounds a warning against burdensome and mismanaged municipal undertakings:

"At an hour when the wind of municipalization blows so hard from all quarters, it is interesting to consider some of the evidences of the disillusion which has resulted from putting the system into practice,

"We known that Italy has tried it extensively, a large number of municipalities having established their own tramway services, lighting plants, water systems, even drug stores and bakeries, either in competition or monopoly. The law has given large powers to municipal administration in this respect.

"What has been the result? Just what might have been expected from general experience,—an increase of municipal debt and

therefore increased taxes. Everywhere the people are complaining that taxes grow heavier and heavier, and that municipalities are unable to reduce the indirect taxes on commodities, because the proceeds are absolutely necessary to secure the loans already made or to be made. It does not appear that anything has been gained, for the profits of the undertakings, if there are any, are immediately used for extravagant expenditures and not to relieve the taxpayers.

"Nor are we surprised to find one of the most important Italian reviews devoting an entire number to this burning matter. The author confines himself almost wholly to the results obtained abroad, particularly in the United States, but the sensible observations scattered through his article, the allusions which he makes in passing to the mistakes of municipal operation in certain Italian cities, notably in Turin, the wise conclusions at which he arrives, show clearly that the experiments already made fulfill the predictions of those who from the beginning have pointed out the dangers of the movement, and that in similar undertakings one need not expect adequate technical skill, careful management of public money, or enough success to compensate for all the disadvantages.—*Translation made for* THE AMERICAN CITY.

WORKMEN'S HOUSES, ULM

Housing Betterment as an Investment

From the same French review we learn that Spain is awakening to an idea upon which Italy and France have already acted,—the beneficent and productive use of their funds to encourage the betterment of the homes of working people:

"Up to this time the Spanish savings banks, hindered in their development by the old regime, which has made them more like pawnbrokers, have kept outside the movement, and nothing is more interesting than to note the initiative taken recently by the bank of Barcelona, which has decided to issue loans to its depositors for building hygienic dwellings, on condition that the price shall not exceed 5,000 pesetas ($975). A system of monthly repayments has been arranged.

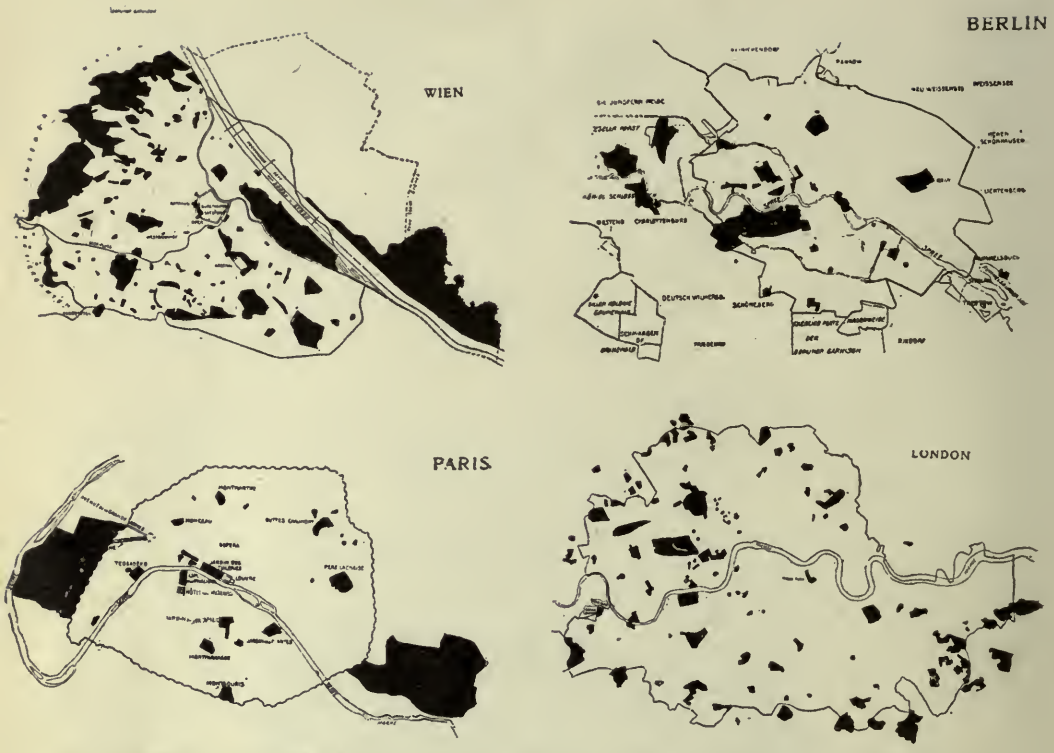
"The houses are to be built on land recently bought by the bank, if the city government approves the plan of allotment submitted to it. Forty houses are to be built, but it is to be hoped that the number will not be limited, as the project is very favorably received by the people.

"This should find a sympathetic echo in all other overcrowded cities where housing conditions are deplorable. Though less rich than their Italian sisters, the Spanish savings banks still have important reserves which they do not know how to place safely and profitably. This is an excellent opportunity for good investment and for encouraging a work of great usefulness."—*Translation made for* THE AMERICAN CITY.

A Profitable Tour

Reports of the second continental town planning tour arranged by the National Housing Reform Council of Great Britain are given in recent numbers of the London *Municipal Journal,* whose editor was one of the party. The tour is characterized as "seriously undertaken by serious people with the object of acquainting themselves with the practical facts of the town planning problem as it is known to our continental neighbors."

The published reports tell of observations in Rheims, Nancy, Stuttgart, Ulm, Munich and Vienna, and include not only descriptions of the laying-out of these cities, but an outline of the government and the activities of each municipality. This party of English leaders in city betterment, twenty-nine men and three



THE PROPORTION OF OPEN AREAS IN VIENNA, BERLIN, PARIS AND LONDON IS SHOWN IN BLACK

women, have thus been brought into mutually helpful contact with French and German city officials, who cordially afforded them every opportunity to see and understand what has been accomplished and planned in this work.

The results of municipal land purchase provoked much discussion. The Oberbürgermeister of Stuttgart is opposed to the city's owning land, believing that artificial value and consequent high rents are thus created. It is contended by others that these evils result from the failure of the municipality to purchase land at the outset. While there is a system of voluntary house inspection in Stuttgart, by which overcrowding and needed repairs are reported, there is very little municipal house building, the city preferring to encourage private enterprise.

The opposite policy has been adopted by the historic town of Ulm. The land on which the fortifications stood has been acquired by the city, and is sold to workmen for sites for dwelling. The town itself has built houses which it disposes of on terms that are ostensibly those of purchase, the arrangement being in reality a lease, as the "purchaser" is not allowed to sublet or sell the property.

The kind of workmen's dwellings in use in Ulm is of interest to us. The familiar, densely-populated barrack type has been superseded by the comfortable sort of house shown in the illustration, accommodating two or three families. Ulm is also building one-family houses with gardens, important features of which have been suggested by the cottages of the English garden cities.

These improvements are particularly noteworthy in view of the touring party's observation that, in general, continental cities have not properly met the housing problem. The huge tenement was found to be the stereotyped form of workmen's dwelling, and the party claim to have seen on one acre the equivalent of 144 homes.

In contrast with Ulm's disposal of public land, Vienna has made use of her surrounding fortifications for the health and happiness of all her people, having converted them into green, beautifully adorned open spaces. It will be seen from the ac-

companying plans that Vienna has more open space than London, Paris or Berlin; and the wise Oberbürgermeister, Dr. Karl Lueger, has secured a city regulation that the forests on the outskirts, that form a link in the green girdle about the city, are to be forever preserved.

Politics and the Police Department

General Bingham has written two articles for September magazines, one for *Hampton's* on "Policing Our Lawless Cities", the other for the *Century* on "The New York Police in Politics". He claims that "New York is not ruled by her brains, her wealth or her virtue—the city is ruled by the politicians who control the poverty-stricken and criminal aliens of the East Side", and he believes that "the greatest obstacle to honest administration of the Metropolitan Police Department lies in the lower criminal courts".

He analyses the difficulties under which the police are doing what he considers really effective work, and lays bare the immensity of the graft evil. The matter of photographing criminals is dealt with in relation to the protest of politicians against it and to the immediate occasion of General Bingham's removal from office.

The *Century* article gives in detail the methods by which politicians make use of the police before and during an election and reward or punish them according to their aid or their incorruptibility. That the police should have nothing to do with elections or with enforcing the excise law is advocated by General Bingham as a means of elevating the standing and effectuality of the police force. He proposes practical remedies for curing the lawlessness of graft and makes a strong plea for individual patriotism.

The Unnecessary Fly

An article for the housekeeper is the one by E. T. Brewster in the September *McClure's* on "The Fly—The Disease of the House".

She knows already—perhaps not in all its alarming details—that the fly is the disseminator of disease. She probably does not realize how its sticky little feet and its innumerable little roughnesses catch and hold and multiply all sorts of germs, finally depositing them with a horrifying liberality in our milk and food.

Why he becomes thus laden she does not know. It is because strong odors are his lure to places of decay and putrefaction. From the same keen sense he seeks the savory kitchen smells, and, blundering near-sightedly in through the hole in the screen, he leaves the germ that lays us low. The wise housewife will then accomplish his destruction by means of cheese-baited sticky fly-paper. Or, learning from this article that the fly moves involuntarily toward light of not too great intensity, and that he sees so badly as not to discern a coarse screen against the light, she will use a large-meshed netting in her rooms that are lighted only on one side, and thus induce his departure.

To understand why flies are born at all is to know why they need not be. This article condemns us for carelessness and neglect, and by its warning gives us a chance for our lives.

The Road to Health

That it is worth while and possible to be well has become a public conviction. The September issue of the *World's Work* contains an article on "Our New Health Conscience," by Edward Björkman, which tells to what earnest efforts that awakened monitor is stirring us.

It is costing a great deal of money to cure and prevent disease, but by this expenditure every other interest, public and private, is benefitted. A grand work is being done by the federal government and by institutions of health research. Legislation is a constantly wielded weapon in this warfare, and by cutting away the causes of illness shows that the public opinion that directs its use has adopted a far-seeing policy of prevention.

In no other line of work is individual influence of greater importance. The man who keeps himself well and his dwelling place sanitary, is helping to keep the nation from degeneracy.

The Prevention of Typhoid

There is always a life-giving optimism in today's discussions of disease. Because we recognize the dangers, we have set to work to conquer them.

Another *World's Work* article by Edward

Björkman, in the September issue, tells not only of "The Danger of Typhoid," but "How to Avoid It". The practical immortality of the typhoid germ amazes and alarms us. The story of its entrance into the human body, its persistent and ferocious fight against the white blood corpuscles, the defenders of our blood, its increase in numbers and its final occupation of the entire system, is here told. If the antitoxins generated by the body are not effectual, the struggle ends disastrously.

Typhoid, of all diseases, demands "concerted, intelligent action" to insure safety by means of purification of water supply, inspection of milk, ice and food, scientific disposal of waste matter, and the segregation of all those who suffer from or spread the disease. Every individual must be a life-guard.

"How a Library Woke Up a Town"

Under this title, in *Suburban Life* for October, Miss Sarah B. Askew has written an inspiring story that is characteristic of this bright resourceful library organizer, a Southern woman working for New Jersey.

If one lone farmer's daughter, hampered by the mutual antagonism of "squatters" and "natives," and with no room, no books and no money, could start a library that lived and grew and became a center of life and information, what may not some of our cultivated suburban communities accomplish in the way of transformation and uplift.

Read the story. The library is in touch with every interest for miles around. It seems to stand with a welcoming smile and a beckoning finger, and everybody comes and lingers and learns.

A Good City to Live In

What Hartford has done and is planning for civic improvement sets a standard for other municipalities. The city is progressive and far-seeing, anticipating future growth and needs.

In the September *New England Magazine* Ethel Loomis Dickinson gives a detailed summary of what has been accomplished, and a list of the organizations, with their officers, that are promoting the city's highest interests. It is hoped that a federation of all these societies and clubs will be formed, so that united interest may concentrate energy and bring greater results.

The Civic Club, composed of women, started the vacation schools, the public playgrounds and school gardens, which have since been taken over by the city. The Municipal Art Society has well justified its existence. It is interesting to read how other cities have helped Hartford to select satisfactory street markers, and how public opinion is rescuing the city streets from disfiguring advertisements.

Hartford has much natural beauty. Her trees are the admiration of visitors and the pride of citizens, and her girdle of eleven parks is a rich possession. But her strongest assest is her persistent striving after the ideal of civic beauty, health and righteousness.

The Future Greatness of New York

An enthusiastic summary of New York's magnitude and possibilities is found in Comptroller Metz's article on "New York in the Chrysalis" in *Pearson's Magazine* for September. It deals wholly with the facts of material growth, grouping them in a way useful for reference. Increase of population in the five boroughs is shown in its relation to area and to appropriations since 1898, the first year of consolidation. In nine years the total appropriations for educational purposes have increased twice as much as those for the protection of life and property.

The wonderful possibilities of trade are dwelt upon in relation to the waterfront and the means of transportation, present and future. Mr. Metz looks to the boroughs of Brooklyn and Queens for enormous development of population and trade, in which the building of bridges and subways is a powerful influence.

The article has statistical value mainly, since the facts are given without comment other than that of prophecy, and since it displays only the radiance that streams broadly from the bigger city of the future and neither admits nor deplores anything that would lessen the glory of the vision.

Books for the Citizen

Practical Paths to Civic Ideals

New editions of Mr. Robinson's books on "The Improvement of Towns and Cities" * and "Modern Civic Art" † are welcome. They express the positive, the encouraging, the constructive side of city improvement; they declare the value and the necessity of finding out what others are doing, and they spur workers to new efforts by telling them that the experience of some one else has proved that they can reach their goal.

The first of the two volumes shows the different ways in which civic beauty may be obtained, and that many lines of work may combine to produce a harmonious result. It treats of civic beauty in relation to city sites, to city planning and construction. Perhaps the most interesting section of the book is the one dealing with beauty in the street, and telling what has been done to conceal wiring, to abolish smoke and noise and ugly advertising, to secure esthetic and harmonious housefronts and street furnishings, to plant and preserve graceful, strong trees, and with grass and vine and flower to set the country in the city.

Now that Joseph Pennell has opened our eyes to the beauty of the skyscraper, we are all the more susceptible to the charm of this bit of description:

"Until they were so ridiculously overdone the sky-scrapers made a certain crude, barbaric claim even to esthetic liking. For, silhouetted against the brilliant sky of midday or of twilight, they had a poster-like dash and daring of artistic merit; or lifting their heads serene and calm into the very storm-clouds, or fading in mist till their upper lines were almost lost, they gave substance to a poetry as clearly and fittingly dramatic as the pure architectural poems of ancient Greece were lyric. And again, at night, their dark façades all gemmed with lights until they seemed a bit of firmament tipped on end, they imparted to the municipality, in one way and another, a beauty all the better because so characteristic. And through it all one could see exemplified American industrial courage and aspiration. It was as though these tall structures, breaking with their various reasonable heights the sky-line of the street, wrote upon its façade themselves like notes, the music of the march of industry, energy and hope."

What has been done by social, philanthropic, and educational effort for beauty in our cities, and how individuals, societies and officials have worked for this end, is amply illustrated. This is a book of great charm for the mere reader and of inspiration for every worker. It should be in the library of every women's club and of every civic association. Its quotable passages are numerous, and more may here be given:

"Friends to the cause of beauty in the community should give their labor more than their money; for beauty of village and town is not a thing to be bought. A fine piece of sculpture will not do half as much as a little care and vigilance. A recent report of the municipal department of the Civic Club of Philadelphia, giving results of contrasted investigations in the United States and Europe, said of the former: 'No other country spends so much and gets so little for its money. The American can generally afford to spend money better than time for anything.' He thinks he can; but the results show him to be mistaken. Generosity in funds and sordidness in labor make governments extravagant, and extravagance is followed by corruption. No legislation will give efficient city government if public interest be lacking, and municipal art waits for its final triumph upon efficient city government."

Modern Civic Art is a more pretensious and comprehensive discussion of the artistic side of city improvement. It shows wide reading and wide acquaintance with a work of which the author says:

"The best phase of the movement is not, however, its extent, nor even its vigor and growing efficiency, but the dependence it puts on the ideal. By selecting here and selecting there, the dreamed 'City Beautiful' becomes a reality, is made a tangible goal. Nobody now laughs it to scorn. Boards of Trade work for it; Chambers of Commerce appoint commissions to consider the local development; to do one's part, in association or individually by gifts, to bring nearer its consummation, has become the test of public spirit and philanthropy; corporations acknowledge its claim to consideration, and politicians have respect for the popular

* By Charles Mulford Robinson. G. P. Putnam's Sons, New York. Third edition, 1909. 12mo., 313 pp.; $1.25 net.

† By Charles Mulford Robinson, G. P. Putnam's Sons, New York. Third edition, 1909. Octavo, 381 pp.; 30 full-page illustrations; $3.00 net.

faith in it. It is the one definite civic ideal now before the world."

The introductory chapters define the art that "clothes utility with beauty," and relate in general the steps already taken toward the ideal. In sensible, practical, definite manner the various divisions of the subject are considered:—what the approaches by land and water should express and reveal of the city's character and importance; how concentration of the chief government buildings, properly treated, should form the climax of the city's distinction; how beauty and dignity may be attained in the business section of a city, and how home surroundings of rich and poor may be made comfortable, refined and lovely. Most delightful is Mr. Robinson's interpretation of the need and use of open spaces, which is a part of his broad and comprehensive ideal of city planning. The fine illustrations add greatly to the value of the text.

Part of the charm of these books lies in their manner of expressing a sympathetic understanding of human needs and possibilities, combined with a practical definiteness in the solving of problems according to broad and high principles.

Municipal Government in Europe

Professor Munro's comparative study of "The Government of European Cities" || is of great value to the student of municipal government. The government of French, Prussian and English cities is examined with care as to its structure and functions, and compared on many points with that of the United States. The book is not padded with detail, but discusses the subject analytically with especial explanation of the relations between civic and state government. This point is one that the American reader will be particularly glad to be informed upon in connection with his interest in other recent books, such as Professor Goodnow's and "The Government of American Cities" by Deming. The chapter on "Sources and Literature" is a guide for more exhaustive reading on the subject in its relation to the three countries here discussed.

|| By William Bennett Munroe, Ph. D. The Macmillan Company, New York. 1909. Octavo, 409 pp.; $2.50 net.

The comparison between the powers and personnel of American and of foreign municipal councils is especially interesting. Of late years advanced radicalism has had more representatives in French municipal government, but, in contrast to the English policy, municipal socialism has not been given a reckless hand. The borrowing power of the English municipal council is always controlled by some national authority, but there is no city debt limit, and the necessity of obtaining permission to borrow "does not of itself serve to prevent a rapid expansion of local liabilities, or to afford any adequate protection against the usual consequence—an increase in local taxes."

The wide range of activities filled by Prussian cities is "due in large measure to the fact that in Prussia civic authority rests upon a broad grant, whereas in America it must almost invariably be obtained piecemeal, each specific power being sought and considered upon its individual merits." Wise and economical administration of public funds is secured in Prussia through the few large taxpayers who elect one-third of the municipal council, and who naturally bring a conservative influence to bear upon municipal expenditures. The objections to which this system of classifying voters is open will suggest themselves.

The English system of concentrating "all local authority and responsibility, legislative as well as administrative, in the hands of the council" results in an overburdened set of councilors. Professor Munro finds that in point of fitness for their work the members of French councils compare favorably, city for city, with American councilmen. We read that "in the present Berlin council there are sixteen members who have served for more than twenty years each, and fifty who have each had more than ten years of service." Such a statement suggests the prestige of Prussian public office and the well-known fact of the high standing and ability of German city councilors, qualities appreciated and rewarded.

The French mayor has extensive administrative powers as the head of his own commune and as the local agent of the central government, but is under control by the council and the state authorities. The English mayor must needs be a social and philanthropic success, for he has little opportunity to shine as an administrative offi-

cial. Midway between the American and English mayors in extent of powers stands the German Bürgermeister, a dignified and honored official, sought by the office.

While written with no apparent didactic purpose, this volume upholds the highest ideals of today, and it will undoubtedly be extensively used as a work of reference because of its thoroughness, accuracy and fairness.

"Minding Our Own Business"

The keynote of Dr. Cleveland's unique and forceful book, "Chapters on Municipal Administration and Accounting,"§ is the responsibility of the individual citizen to know and understand how his city is spending his money. The book is unique because it is the product of an awakening that is unique in municipal annals; it is forceful because written by a man who has made intelligent study of his facts and of their vivid presentation to the public eye and mind.

The work of the Bureau of Municipal Research, of which Dr. Cleveland is Director, is not, however, herein displayed for glorification. A brief explanation is given of the purpose of the Bureau and of the reforms instituted by officials whose attention the Bureau has directed to correct methods of accounting and administration.

The various chapters of the volume are addresses and articles which were delivered or published from 1903 to 1909. They are arranged according to subject matter. Beginning with a thorough exposition of graft in its various forms and of the citizen's ignorance of city affairs, Dr. Cleveland analyzes the financial management of municipalities and explains the principles of budget making. The need and significance of correct municipal accounting are set forth in several chapters with sufficient detail to serve as a manual of reorganization.

The new system of accounting adopted by Chicago, the need of New York City for such reform, and the recent installation of a uniform system in the department of finance of our metropolis, are told in such a way that other cities may profit by it. Chapters on "The Making of a School Report" and "The Accounting Methods of the Department of Education," and others on the management of hospitals and charitable institutions, show how to give to the public in intelligent form the essential facts of administration.

Blame for dishonesty and inefficiency is placed not so heavily upon the grafter and the shirker as upon the citizen whose business it is to know whether his money is giving adequate return to the community, and who is only just beginning to find out that he can know and can control the business affairs of his municipality.

A Practical City of Dreams

Against the background of publications dealing with old Dutch and English days and customs, which the Hudson-Fulton celebration called forth, "The New New York"* stands out as does the picturesque city it describes, against the clear northern sky towards which the approaching voyager gazes.

Author and artist together have pictured the composition and the activities of this great city with the closest observation of detail, with the keenest sense of the city's might. The book is alive with motion and with sound; it is full of light and color, in sweeps and flashes and enveloping haze. From the delightful comparison of New York's water approach with that of Constantinople to the closing vision of future splendor and majesty every chapter makes appeal to eye and ear, to one's interest in humanity.

We have here a character sketch of the great metropolis, showing every shade of her multi-hued and varied costumes, every flicker and gleam of her changing moods and expressions, picturing her at home, at business, at work and at play, in squalor and in luxury, and pointing out every turn of her foot, every activity on which she has laid her hands, every ideal of development towards which she sets her face.

Even with its wealth of color plates and sketches in black and white, the book is not all picture-making, for it makes clear to us the inner meaning of many scenes at which we have gazed uncomprehendingly,

§By Frederick A. Cleveland, Ph.D. Longmans, Green and Company, New York, 1909. Octavo, 361 pp.; $2.00 net.

*By John C. Van Dyke. Illustrated by Joseph Pennell. The Macmillan Company, New York, 1909. Octavo, 425 pp.; 123 full-page illustrations; $4.00 net.

of many phases of life of which we have known nothing. It is not a serene, symmetrical and harmonious city that so holds our interest. Too much we love to assert our individual rights, in architecture as in all else, to make the result anything but incongruous. Yet the city is a wonderful expression of character and of modern vitality, to which the future shall add undreamed-of splendor.

For the Student and the Worker

In his treatise on "Municipal Government"‡ Professor Goodnow has sought to cover the history of city development in general, and to determine the character of city populations, with the purpose of lending aid in the solution of some of today's pressing problems. The information given and the conclusions drawn are clearly arranged under subheads, the book being designed for students in high schools and colleges as well as for the broader reference use of the practical worker.

The causes and extent of city growth in relation to trade and industry are outlined, and the economic, physical, moral and intellectual conditions of the inhabitants of cities are studied with reference to the city's function in satisfying local needs. Every problem is regarded by the author in the light of history, and he bases his conclusions largely upon the experiences of the past.

Professor Goodnow believes that cities are of nature subordinate governments, and that they are unable, if free of state control, to develop a form of government which shall be truly representative of the people. The state, because of its relatively greater homogeneity of population, seems to him to be the proper power to deal justly with the evils of boss rule and venality that are sure to arise in cities. Experience, we are told, recommends administrative control by the state, rather than legislative, and finds such control most successful when the city has been granted wide powers as to local matters, so that too frequent appeals to the legislature may be avoided. He advocates few elective city officials, elections by district rather than at large, concentration of municipal powers, municipal suffrage based on permanent residence, and expert technical administration secured by state civil service laws.

Large consideration is given to the development and character of the modern city council, to police administration and to the city's function in securing proper operation of public utilities. In this connection we read the following sane conclusions:

"So far as concerns the United States it may be said that before a city enters upon a wide field of municipal activity in these directions its people should ask themselves whether their political situation is such that they can afford to stand the economic loss to the community as a whole which will probably result from municipal operation, and whether it is not possible to provide such a control over the private companies which may attend to the matter as will ensure fair treatment of the public from the view-points both of equality of distribution and of regard for social needs."

For all who aspire to intelligent understanding of the interdependence of social and political problems we may quote the closing paragraph of this volume:

"Almost every cause, therefore, which is dear to the hearts of a certain portion of the people has an important influence in bettering urban life. Election and nomination reform, civil service reform, and administrative reform generally will, if the concrete measures adopted are well considered, improve the political conditions of American cities. Charity reform, child labor and labor reform generally, and reform in housing conditions, the work of neighborhood settlements, and, last but not least, the efforts of the various churches and ethical societies will do much to ameliorate social and economic conditions. There is no improvement in political conditions which does not aid in the amelioration of social conditions; for improvement in social conditions is in many instances possible only where the political organization is reasonably good. On the other hand there is no improvement in social conditions which does not make easier the solution of the political problem; for the difficulty of the political problem in cities is in large measure due to the social and economic conditions of the city population."

‡By Frank J. Goodnow, LL.D. The Century Company, New York. 1909. Octavo, 401 pp.; $3.00 net.

A "Quiet Corner" Talk

By the Manager

As a reader of THE AMERICAN CITY you are directly interested in its success from a business standpoint. The larger the measure of that success the greater will be its power to assist in bringing about those civic improvements for which you and we are striving. Do you realize that you can, without cost to yourself, help us materially in winning that success?

It is, I think, well understood that the principal revenue of all magazines is derived from the patrons of its advertising columns. Our representatives have secured an exceptionally good list of contracts, especially for a new publication; and if we bring to these advertisers sufficient results to justify them in doing so, their advertisements will remain in our columns, and we shall receive a considerable revenue to aid us in meeting our expense while THE AMERICAN CITY is establishing itself, and the fact that such a magazine exists is being made known.

You can, therefore, do us a great service by patronizing our advertisers *as readers of this magazine;* that is, if you see anything advertised in our columns that you want tell the advertiser, when you write to him, that your attention was called to his product by seeing it advertised in THE AMERICAN CITY. It is not a great thing that I ask, yet upon your coöperation in this way the progress of the magazine largely depends. Moreover, in patronizing our advertisers you will do yourself a service, as we accept advertisements only from firms that we know are reliable.

To establish a new publication is a much greater task than is generally understood. It is a labor of tremendous magnitude. THE AMERICAN CITY is fortunate, however, in having many loyal supporters—that great body of progressive, unselfish citizens who love the beautiful and are satisfied with no conditions except the best. If our friends will take the slight trouble to let the advertisers know that their announcements in our columns are read by the right people it will make the problem of firmly establishing the magazine a comparatively simple one.

It will soon become known that back of this magazine is the support of the most progressive of citizens, and many announcements will fill our columns, yielding sufficient revenue to enable us to carry out our plans for making this magazine one of the leaders in the development of American cities. The movement for civic betterment is big enough for such a magazine, and with this coöperation from each of our readers we shall have such a magazine